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## 2013 Findings on the Worst Forms of Child Labor

Bureau of International Labor Affairs

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## 2013 Findings on the Worst Forms of Child Labor

### Abstract

[Excerpt] This report is divided into five parts. Part 1 describes the method for compiling the report and a description of the features of each country profile, including country assessments to provide the President with clear indications of the Secretary of Labor's findings on whether each beneficiary country has advanced efforts to eliminate the worst forms of child labor. Part 2 reviews highlights and gaps in government actions to address the worst forms of child labor as described in this year's report, with an emphasis on progress by region. Part 3 provides an overview of the U.S. experience on child labor. Part 4 contains reference material for data on child labor and education that appear in the report and a glossary of terms used. Part 5 covers the individual profiles of the TDA beneficiary countries.

### Keywords

child labor, slavery, trafficking, prostitution, safety

### Comments

#### Suggested Citation

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**Note:** Due to size, document might take awhile to open. Your patience is appreciated.

# 2013 Findings on the Worst Forms of Child Labor

Required by the Trade and Development  
Act of 2000



BUREAU OF INTERNATIONAL LABOR AFFAIRS  
UNITED STATES DEPARTMENT OF LABOR



## In Memoriam

All photographs in this report are credited to U. Roberto (“Robin”) Romano, who passed away on November 1, 2013. Robin traveled the world to document the human face of child labor through photographs, films and interviews.

From coffee and cocoa plantations in Africa to factories in Asia, he made it his life’s work to raise awareness about the exploitation of children and call for action to address this abuse.



SECRETARY OF LABOR  
WASHINGTON, D.C.

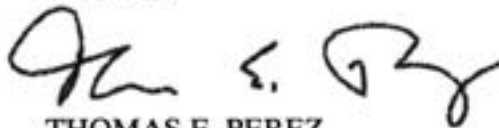
SEP 30 2014

The Honorable Joseph R. Biden  
The Vice President of the United States  
Washington, DC 20500

Dear Mr. Vice President:

The enclosed report, titled *The Department of Labor's 2013 Findings on the Worst Forms of Child Labor*, is submitted in accordance with section 504 of the Trade Act of 1974 as amended (19 U.S.C. 2464). The report describes the efforts of 143 countries, non-independent countries, and territories to meet commitments to eliminate the worst forms of child labor. We hope this report is useful to the Congress.

Sincerely,

A handwritten signature in black ink, appearing to read 'Tom E. Perez', is written over the printed name.

THOMAS E. PEREZ

Enclosure

cc: The Honorable Harry Reid, Senate Majority Leader  
The Honorable Mitch McConnell, Senate Minority Leader



Gravel quarry, Orissa, India

**SECRETARY OF LABOR**  
WASHINGTON, D.C.

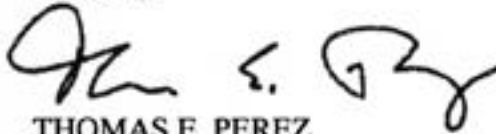
SEP 30 2014

The Honorable John Boehner  
Speaker of the House of Representatives  
Washington, DC 20515

Dear Mr. Speaker:

The enclosed report, titled *The Department of Labor's 2013 Findings on the Worst Forms of Child Labor*, is submitted in accordance with section 504 of the Trade Act of 1974 as amended (19 U.S.C. 2464). The report describes the efforts of 143 countries, non-independent countries, and territories to meet commitments to eliminate the worst forms of child labor. We hope this report is useful to the Congress.

Sincerely,

A handwritten signature in black ink, appearing to read 'Tom E. Perez', is written over the printed name.

THOMAS E. PEREZ

Enclosure

cc: The Honorable Nancy Pelosi, House Minority Leader





Train kid selling food, Orissa, India

SEP 30 2014

## FOREWORD

This year, we celebrate the 50<sup>th</sup> anniversary of the Civil Rights Act, signed into law by President Lyndon Johnson on July 2, 1964. The Civil Rights Act enshrined into law the basic principle upon which our country was founded – that all people are created equal. For the Freedom Riders who set out for the Deep South to challenge the status quo of Jim Crow laws, the Filipino and Mexican farmworkers who organized the Delano Grape Strike, and so many other civil rights activists, the struggle was about more than simply ending discrimination. It was about economic justice and fighting for equal access to good jobs and decent wages. It was about unlocking doors to the American Dream. It was about advancing the cause of labor rights. It marked a recognition that at the core of the struggle for equal opportunity was the promise of economic opportunity.

While there has been remarkable progress over the past half century, that struggle still continues— not only here in the United States but abroad. As Secretary of Labor, I am committed to ensuring that the United States is at the forefront of efforts to ensure that workers around the world are treated fairly and able to share in the benefits of the global economy. For many people, including those in minority communities of color, living within caste systems, subject to ethnic strife, and part of indigenous populations, the road to meaningful opportunity remains blocked.

In President Obama’s 2014 State of the Union address, he noted that “the best measure of opportunity is access to a good job.” Sadly, all too often, that opportunity is threatened or denied for adults and children around the globe. A new law in Bolivia now permits children as young as 10 to work. In Nigeria, Boko Haram’s opposition to female education led to the kidnapping of over 200 schoolgirls. And for 168 million child laborers around the world and 21 million adults and children who suffer as forced laborers, “opportunity” has meant carrying heavy loads and wielding machetes on farms; scavenging in garbage dumps and being exposed to electronic waste; climbing into mine shafts in search of diamonds and gold; enduring physical, emotional, and verbal abuse as domestic servants; fighting as child combatants in armed conflict; and being coerced, deceived, and trapped in jobs by unscrupulous labor recruiters and sex traffickers.

But we are making important progress. In June, delegates to the 103rd International Labor Conference in Geneva, Switzerland acknowledged their shared commitment to protect workers and promote opportunity by voting overwhelmingly to adopt a new Protocol and Recommendation on Forced Labor. The Protocol supplements existing ILO Convention 29 on Forced Labor and reaffirms the need for measures of prevention, protection, and remedies, including compensation, for victims of forced labor. These standards will help further galvanize those working to eradicate forced labor, including by children, around the world.

Through the U.S. Department of Labor’s Bureau of International Labor Affairs, I am releasing the 13<sup>th</sup> edition of the Department’s *Findings on the Worst Forms of Child Labor*, as mandated

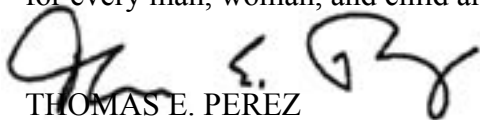


by the Trade and Development Act of 2000 (TDA). This year's TDA report introduces a new streamlined format for presenting the status of the efforts of the 143 countries benefiting from U.S. trade preferences to eliminate the worst forms of child labor. We dedicate this report to Senator Tom Harkin of Iowa, who is retiring at the end of this term. Throughout his 40 years in the U.S. House of Representatives and the U.S. Senate, Tom Harkin has been a fierce and tireless champion for equal opportunity for all Americans, fighting for access to a quality education, advancing the rights of individuals with disabilities, and so much more.

Senator Harkin also deserves our gratitude for leading efforts to protect workers' rights and eliminate the worst forms of child labor globally, from the carpet industries of South Asia to the cocoa farms of West Africa and the manufacturing sector in Latin America. In the words of Senator Harkin, the intent of these reports is "to bring countries to account, to shine a spotlight on their need to reform their national laws and to put in place social safety nets for those trapped in the worst forms of child labor. The aim is not punitive but rather to jumpstart individual and collective action."

Senator Harkin was inspired by young people like Iqbal Masih (1983-1995) and by those who brought attention to the cause like Robin Romano (1956-2013). Iqbal was a Pakistani child sold into slavery who became an outspoken advocate against child exploitation after his escape at age 10, only to be murdered two years later. Robin, whose legacy includes all the photos in this year's reports, captured the images of child laborers from around the world.

In signing the Civil Rights Act into law half a century ago, President Johnson called it "a challenge to all of us to go to work in our communities and our States, in our homes and in our hearts, to eliminate the last vestiges of injustice in our beloved country." As we continue our nation's journey toward true equal justice for all, let us also recommit ourselves to realizing Tom Harkin's vision—to end abusive labor practices and ensure basic dignity and real opportunity for every man, woman, and child around the globe.

A handwritten signature in black ink, appearing to read "Tom E. Perez", is positioned above the printed name.

THOMAS E. PEREZ

# Acknowledgments

This report was prepared by the Bureau of International Labor Affairs (ILAB) under the direction of Carol Pier, Deputy Undersecretary for International Affairs; Eric Biel, Associate Deputy Undersecretary for International Affairs; Mark Mittelhauser, Associate Deputy Undersecretary for International Affairs; Amit Pandya, Counsel; Thomas Richards, Chief of Staff; Marcia Eugenio, Director of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT); and Kevin Willcutts, Deputy Director, OCFT. Preparation of the report was coordinated by Charita Castro, Tina Faulkner, Karrie Peterson, Leyla Strotkamp, Amy Firestone, and Randall Hicks of OCFT. The research, writing, and editing of the report were carried out by the following OCFT staff: Christine Camillo, Christine Carlson-Ajlani, Angela Chen, Kathryn Chinnock, Marissa Cramer, Kwamena Atta Cudjoe, Lauren Damme, Lorena Dávalos, Rana Dotson, Merima Dulic-Lokvancic, Mary Francis, Sharon Heller, Margaret Hower, Brianna January, Malaika Jeter, Joyce YunSun Kang, Anna Lapera, Marie Ledan, Celeste Lemrow, Deborah Martierrez, Eileen Muirragui, Sarah Newsome, Kristen Pancio, Kimberly Parekh, Austin Pedersen, Angela Peltzer, Tanya Rasa, Rachel Phillips Rigby, Brandie Sasser, Melissa Schaub, Shelley Swendiman, Chanda Uluca, Jon Underdahl-Peirce, Elizabeth Wolkomir, Pilar Velasquez, Cara Vilen, and Pamela Wharton.

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This report was published by ILAB. Copies of this and other reports in ILAB's child labor series may be obtained by contacting the Office of Child Labor, Forced Labor, and Human Trafficking, Bureau of International Labor Affairs, U.S. Department of Labor, 200 Constitution Avenue, NW, Room S-5317, Washington, DC 20210. Telephone: (202) 693-4843; Fax: (202) 693-4830; e-mail: [GlobalKids@dol.gov](mailto:GlobalKids@dol.gov). The reports are also available on the Internet at: <http://www.dol.gov/ilab/>. Comments on the reports are also welcomed and may be submitted to the e-mail listed above.



Brick kiln, West Bengal, India

# Table of Contents

<b>ACKNOWLEDGMENTS</b>	<b>VII</b>	<b>2 PART II. YEAR IN REVIEW:</b>	<b>XXX</b>
<b>ACRONYMS</b>	<b>XIII</b>	<b>“EVERY CHILD COUNTS: 168 MILLION REASONS TO ELIMINATE CHILD LABOR”</b>	
<b>1 PART I. INTRODUCTION: REPORT GUIDE</b>	<b>XVI</b>	<b>2.1 GLOBAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS</b>	<b>XXXIII</b>
<b>1.1 U.S. DEPARTMENT         OF LABOR’S MANDATE</b>	<b>XVII</b>	2.1.1 Government Efforts	xxxiii
<b>1.2 REPORT OVERVIEW</b>	<b>XVII</b>	2.1.2 Country Assessments	xxxiv
<b>1.3 RESEARCH FOCUS</b>	<b>XVII</b>	<b>2.2 REGIONAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS</b>	<b>XXXV</b>
1.3.1 Country Coverage	xvii	2.2.1 Asia and the Pacific	xxxvi
1.3.2 Population Covered	xvii	2.2.2 Europe and Eurasia	xxxvii
1.3.3 Reporting Period	xviii	2.2.3 Latin America and the Caribbean	xxxix
1.3.4 Type of Employment	xviii	2.2.4 Middle East and North Africa	xli
<b>1.4 RESEARCH METHODS</b>	<b>XVIII</b>	2.2.5 Sub-Saharan Africa	xl ii
1.4.1 Data Collection and Sources	xviii	<b>2.3 CONCLUSION: REDUCING INEQUALITY AND ADVANCING OPPORTUNITIES FOR CHILDREN</b>	<b>XLIV</b>
1.4.2 Analysis of Information	xviii		
1.4.3 Limitations	xix		
<b>1.5 ORGANIZATION AND         CONTENT OF COUNTRY PROFILES</b>	<b>XX</b>	<b>3 PART III: THE U.S. EXPERIENCE</b>	<b>XLVI</b>
1.5.1 Country Overview	xx	<b>4 PART IV: REFERENCE MATERIALS</b>	<b>L</b>
1.5.2 Section 1: Prevalence and Sectoral Distribution of Child Labor	xxi	<b>4.1 CHILDREN’S WORK         AND EDUCATION STATISTICS:         SOURCES AND DEFINITIONS</b>	<b>LI</b>
1.5.3 Section 2: Legal Framework for the Worst Forms of Child Labor	xxi	<b>4.2 GLOSSARY OF TERMS</b>	<b>LIII</b>
1.5.4 Section 3: Enforcement of Laws on the Worst Forms of Child Labor	xxiii	<b>5 PART V: COUNTRY PROFILES</b>	<b>LXIII</b>
1.5.5 Section 4: Coordination of Government Efforts on the Worst Forms of Child Labor	xxiv	Afghanistan	1
1.5.6 Section 5: Government Policies on the Worst Forms of Child Labor	xxiv	Albania	10
1.5.7 Section 6: Social Programs to Address the Worst Forms of Child Labor	xxv	Algeria	17
1.5.8 Section 7: Suggested Government Actions to Eliminate the Worst Forms of Child Labor	xxvi	Angola	22
<b>1.6 FRAMEWORK FOR         COUNTRY ASSESSMENTS</b>	<b>XXVI</b>	Argentina	30
1.6.1 Objective for Country Assessments	xxvi	Armenia	39
1.6.2 Research Question Guiding Country Assessments	xxvi	Azerbaijan	45
1.6.3 Scope of Country Assessments	xxvi	Bahrain	51
1.6.4 Method for Determining a Country Assessment	xxvi	Bangladesh	56
1.6.5 Country Assessment Categories	xxvii	Barbados	64
		Belize	69
		Benin	75
		Bhutan	84
		Bolivia	89
		Bosnia and Herzegovina	97
		Botswana	105
		Brazil	111
		Burkina Faso	123
		Burundi	131



## Table of Contents, continued

Cabo Verde	137	Lebanon	441
Cambodia	143	Lesotho	449
Cameroon	151	Liberia	455
Central African Republic	158	Macedonia	463
Chad	164	Madagascar	470
Chile	171	Malawi	478
Colombia	179	Maldives	487
Comoros	190	Mali	493
Congo, Democratic Republic of the	195	Mauritania	504
Congo, Republic of the	204	Mauritius	512
Costa Rica	210	Moldova	517
Côte d'Ivoire	218	Mongolia	524
Djibouti	228	Montenegro	532
Dominica	232	Morocco	538
Dominican Republic	236	Mozambique	545
Ecuador	247	Namibia	554
Egypt	255	Nepal	560
El Salvador	263	Nicaragua	569
Eritrea	271	Niger	579
Ethiopia	276	Nigeria	586
Fiji	286	Oman	596
Gabon	292	Pakistan	601
Gambia, The	298	Panama	610
Georgia	305	Papua New Guinea	618
Ghana	311	Paraguay	624
Grenada	320	Peru	632
Guatemala	323	Philippines	641
Guinea	331	Russia	651
Guinea-Bissau	339	Rwanda	657
Guyana	345	Saint Kitts and Nevis	667
Haiti	351	Saint Lucia	672
Honduras	360	Saint Vincent and the Grenadines	677
India	368	Samoa	681
Indonesia	377	São Tomé and Príncipe	686
Iraq	386	Senegal	691
Jamaica	392	Serbia	698
Jordan	399	Seychelles	705
Kazakhstan	407	Sierra Leone	710
Kenya	414	Solomon Islands	718
Kiribati	422	Somalia	723
Kosovo	427	South Africa	729
Kyrgyz Republic	435	South Sudan	736



## Table of Contents, continued

Sri Lanka	744	<b>7 PART VII: APPENDICES</b>	<b>941</b>
Suriname	753	<b>Appendix I: Country Assessments, By Assessment</b>	<b>942</b>
Swaziland	758	<b>Appendix II: TDA Criteria and Corresponding Guidance Questions</b>	<b>950</b>
Tanzania	764	<b>Appendix III: Laws and Ratifications, By Country</b>	<b>953</b>
Thailand	775		
Timor-Leste	785		
Togo	791		
Tonga	798		
Trinidad and Tobago	802		
Tunisia	808		
Turkey	814		
Tuvalu	821		
Uganda	826		
Ukraine	835		
Uruguay	842		
Uzbekistan	849		
Vanuatu	856		
Venezuela	861		
Yemen	867		
Zambia	875		
Zimbabwe	881		
<b>6 PART VI: NON-INDEPENDENT COUNTRIES AND TERRITORIES</b>	<b>887</b>		
<b>Non-Independent Countries and Territories</b>	<b>888</b>		
Anguilla	889		
British Virgin Islands	894		
Christmas Island	896		
Cocos (Keeling) Islands	899		
Cook Islands	902		
Falkland Islands (Islas Malvinas)	905		
Gibraltar	908		
Montserrat	911		
Niue	913		
Norfolk Island	916		
Saint Helena, Ascension and Tristan da Cunha (formerly called Saint Helena)	919		
Tokelau	922		
Turks and Caicos Islands	924		
Wallis and Futuna	928		
West Bank and the Gaza Strip	930		
Western Sahara	936		



# Acronyms

<b>AGOA</b>	African Growth and Opportunity Act
<b>ATPA</b>	Andean Trade Preference Act
<b>ATPDEA</b>	Andean Trade Promotion and Drug Eradication Act
<b>CBTPA</b>	Caribbean Basin Trade Partnership Act
<b>CRC</b>	Convention on the Rights of the Child
<b>DHS</b>	Demographic Health Survey
<b>EAPCCO</b>	Eastern Africa Police Chiefs Cooperation Organization
<b>ECOWAS</b>	Economic Community of West African States
<b>ECPAT</b>	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
<b>EFA</b>	Education for All
<b>EU</b>	European Union
<b>FLSA</b>	Fair Labor Standards Act
<b>GDP</b>	Gross Domestic Product
<b>GSP</b>	Generalized System of Preferences
<b>OCFT</b>	Office of Child Labor, Forced Labor and Human Trafficking
<b>IDB</b>	Inter-American Development Bank
<b>ILAB</b>	Bureau of International Labor Affairs
<b>ILO</b>	International Labor Organization
<b>ILO C. 138</b>	International Labor Organization, Convention No. 138: Convention concerning Minimum Age for Admission to Employment, commonly referred to as the “Minimum Age Convention”
<b>ILO C. 182</b>	International Labor Organization, Convention No. 182: Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the “Worst Forms of Child Labor Convention”
<b>ILO Committee of Experts</b>	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
<b>ILO R. 190</b>	International Labor Organization, Recommendation No. 190; Recommendation concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the “Worst Forms of Child Labor Recommendation”
<b>ILO-IPEC</b>	International Labor Organization, International Program on the Elimination of Child Labor

## Acronyms, continued

<b>IMF</b>	International Monetary Fund
<b>INTERPOL</b>	ICPO–INTERPOL/International Criminal Police Organization
<b>IOM</b>	International Organization for Migration
<b>LFS</b>	Labor Force Survey
<b>LSMS</b>	Living Standards Measurement Survey
<b>MERCOSUR</b>	Common Market of the South (America); members include Argentina, Brazil, Paraguay (membership currently suspended), Uruguay, and Venezuela
<b>MOU</b>	Memorandum of Understanding
<b>NGO</b>	Non-Governmental Organization
<b>OAS</b>	Organization of American States
<b>OSCE</b>	Organization for Security and Cooperation in Europe
<b>OSHA</b>	Occupational Safety and Health Administration
<b>Palermo Protocol</b>	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>SIMPOC</b>	Statistical Information and Monitoring Program on Child Labor
<b>TDA</b>	Trade and Development Act
<b>TVPRA</b>	Trafficking Victims Protection Reauthorization Act
<b>UCW</b>	Understanding Children’s Work
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Program
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children’s Fund
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>USAID</b>	U.S. Agency for International Development
<b>USDOL</b>	U.S. Department of Labor
<b>USDOJ</b>	U.S. Department of Justice
<b>WFP</b>	World Food Program
<b>WHD</b>	Wage and Hour Division
<b>WHO</b>	World Health Organization





Train kid, Orissa, India





# Part 1

## Introduction: Report Guide

### 1.1 U.S. DEPARTMENT OF LABOR'S MANDATE

The U.S. Department of Labor (USDOL) has prepared this 13th annual report on the *Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA).<sup>(1)</sup> The TDA expanded country eligibility criteria for several preferential tariff programs to include the requirement that beneficiary countries implement their commitments to eliminate the worst forms of child labor.<sup>(2)</sup> The expanded country eligibility criteria apply to the following trade preference programs: the Generalized System of Preferences (GSP) program authorized under the Trade Act of 1974; the Africa Growth and Opportunity Act (AGOA); the U.S.-Caribbean Basin Trade Partnership Act (CBTPA); and the Andean Trade Preference Act/Andean Trade Promotion and Drug Eradication Act (ATPA/ATPDEA).<sup>(2-5)</sup>

The TDA mandated the Secretary of Labor to report on each “beneficiary country’s implementation of its international commitments to eliminate the worst forms of child labor.”<sup>(2)</sup> ILAB carries out this responsibility on behalf of the Secretary.

### 1.2 REPORT OVERVIEW

This report is divided into five parts. Part 1 describes the method for compiling the report and a description of the features of each country profile, including country assessments to provide the President with clear indications of the Secretary of Labor’s findings on whether each beneficiary country has advanced efforts to eliminate the worst forms of child labor. Part 2 reviews highlights and gaps in government actions to address the worst forms of child labor as described in this year’s report, with an emphasis on progress by region. Part 3 provides an overview of the U.S. experience on child labor. Part 4 contains reference material for data on child labor and education that appear in the report and a glossary of terms used. Part 5 covers the individual profiles of the TDA beneficiary countries.

### 1.3 RESEARCH FOCUS

#### 1.3.1 Country Coverage

This report covers 124 independent countries and 19 non-independent countries and territories designated as GSP beneficiaries and/or beneficiaries of trade preferences under the AGOA, CBTPA, and ATPA/ATPDEA. This includes former GSP recipients that have negotiated free trade agreements with the United States.<sup>(6)</sup> Because the population

of children is extremely small (less than 50) or non-existent in the British Indian Ocean Territory, Heard and McDonald Islands, and the Pitcairn Islands, the report does not contain a discussion of these non-independent countries and territories. Rather, the report presents information on the worst forms of child labor and efforts to eliminate this exploitation in the remaining 124 countries and 16 non-independent countries and territories. The regional breakdown of countries and non-independent countries and territories covered in the report is as follows: Sub-Saharan Africa: 47, Asia and the Pacific: 33, Europe and Eurasia: 22, Latin America and the Caribbean: 29, and the Middle East and North Africa: 12. Because the report focuses on government efforts, non-independent countries and territories are classified by the region of the country with which each non-independent country and territory is associated, as appropriate. Hereinafter, the use of “countries” in the report will also include territories.

#### 1.3.2 Population Covered

In undertaking research on the “worst forms of child labor,” ILAB relied on the definition of a child provided in the TDA, which is the same definition contained in ILO C. 182. The TDA and ILO C. 182 define a “child” to be a person under the age of 18.

### 1.3.3 Reporting Period

The reporting period for this year's report is January 2013 to December 2013. In addition, important developments during the first quarter of 2014 (January 1 through March 31) were included in the report when information was available.

### 1.3.4 Type of Employment

The report focuses on the worst forms of child labor. The definition of the "worst forms of child labor" is found in the TDA and is the same as that included in ILO C. 182. It includes: (a) All forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography or for pornographic purposes; (c) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.<sup>(2)</sup> Similar to ILO C. 182, the TDA legislation states that the work described in subparagraph (d) should be "determined by the laws, regulations, or competent authority of the country involved."<sup>(2, 7)</sup>

### Hazardous Work

The work covered by subparagraph (d) is commonly referred to as "hazardous work." As noted above, individual governments determine the work activities and processes considered "hazardous" for children. ILO C. 182 requires governments to develop this list of activities after consultation with workers' and employers' organizations, taking into consideration international standards, in particular the Worst Forms of Child Labour Recommendation (ILO R. 190).<sup>(7)</sup>

Finally, the ILO includes children's work on farms owned or operated by their families when considering the application of ILO C. 182 and ILO C. 138.<sup>(8-10)</sup> Accordingly, this report reflects the ILO's broad vision on this issue and does not distinguish its analysis by the size or nature of farms in discussions of the worst forms of child labor in agriculture.<sup>(11)</sup>

## 1.4 RESEARCH METHODS

### 1.4.1 Data Collection and Sources

Information was gathered for this report through desk research, U.S. embassy reporting, and limited field work. Information was also received from some foreign governments. Desk research consisted of an extensive review of mostly online materials, which included both primary and secondary sources. The sources included academic and independent researchers, media outlets, NGOs, international organizations, foreign governments, and U.S. Government agencies. Information was also collected from U.S. Government-funded technical assistance and field research projects.

Examples of sources used in this report are the latest editions available of country laws relevant to child labor, national-level child labor surveys, NGO reports on the nature of child labor in various countries, and UN reports, including direct requests and observations by the ILO Committee of Experts.<sup>(12)</sup>

USDOS and U.S. embassies and consulates abroad provided important information by gathering data from contacts, conducting site visits, and reviewing local media sources. A request for information from the public was published in the *Federal Register*, and a copy of the request was mailed to the Washington, DC-based foreign embassies of countries covered in the report.<sup>(13)</sup> Data were also gathered through site visits to certain countries covered in the report, which included the collection of additional documents, as well as key informant interviews.

### 1.4.2 Analysis of Information

The existence of child labor, particularly in its worst forms, often involves violations of laws and regulations, including serious criminal violations in some egregious cases. Information on child labor may be intentionally suppressed. The victims of the worst forms of child labor may be too vulnerable or politically underrepresented or marginalized to claim their rights or even communicate their situations. These factors make information on the worst forms of child labor often difficult to obtain. Therefore, in order to compile a credible and comprehensive report, ILAB used the following criteria to assess information.



1. **Nature of information.** Whether the information about child labor and government efforts to combat it gathered from research, public submissions or other sources is relevant and probative, and covers “worst forms of child labor” and “government efforts” as used in this report. (See Glossary for definitions.) Specific evidence of government efforts was preferred where it was available.
2. **Date of information.** Whether the source information about child labor is no more than five years old. More current information was given priority, and ILAB used sources published during the reporting period to the extent possible. Information older than five years was generally not considered.

However, in the case of child labor statistics, certain factors contribute to less frequent generation of new data. Because government and other efforts to address exploitative child labor take time to have an impact on national level rates of child labor, children’s involvement in such activities does not change dramatically from year to year. Child labor surveys are carried out infrequently in part because the child labor picture does not change frequently (although there have been recent increases in the number of surveys carried out). In order to present an overall picture of children’s work in as many countries as possible, ILAB used statistics in some cases that are more than 10 years old (dating back to 2003) as of the writing of this report. For more information on statistics used in the report, see the Child Labor and Education Statistics: Sources and Definitions section.

In addition, in cases in which previous editions of this report have asserted that the worst forms of child labor exist in the production of goods, and in the absence of evidence that the problem has been effectively eliminated, sources older than five years may be used. This

practice makes the report’s information on such forms of child labor consistent with USDOL’s *List of Goods Produced by Child Labor or Forced Labor* as mandated by the (TVPPRA). Statements that the worst forms of child labor exist in the production of goods will be removed when there is evidence that the problem has been effectively eliminated.

3. **Source of information.** Whether the information, either from primary or secondary sources, is from a source whose methodology, prior publications, degree of familiarity and experience with international labor standards, and/or reputation for accuracy and objectivity warrants a determination that it is relevant and probative.
4. **Extent of corroboration.** Whether the information about the use of child labor is corroborated by other sources.

### **1.4.3 Limitations**

While data on the worst forms of child labor and information about government efforts to provide remediation are improving, data are still insufficient to provide a complete understanding of the problem. A lack of information may create an impression that a country has less serious problems with the worst forms of child labor than it has in reality. At the same time, this dearth of information may create the impression that a government is doing less than it should, when in fact efforts to combat the worst forms exist but are simply unreported or unpublicized. Although countries with open and available information may sometimes appear to have larger problems relative to other countries, this may not be the case. In fact, countries that make information collection on child labor a priority are in a better position to eliminate the problem than those countries where such information is suppressed, because they can target their policies and programs at identified problem areas to achieve maximum impact.

Although information was requested from the public, including governments covered in the report, only 19 governments out of the 143 countries and non-independent countries and territories submitted information in response. In addition, lack of in-country data collection in a majority of countries and lack of access to other in-country sources of information may have also impacted the reporting.

Due to the inability to travel to each country covered in the report, ILAB relies on U.S. embassies and Internet research to gather primary and secondary sources of information. For countries where Internet access and technology is limited, there may be less information available online. Countries with more closed government processes and less civil society participation may also have less information readily available. When ILAB was unable to find information about the major topics of discussion, including the content of important laws or enforcement efforts, this was noted.

Most of ILAB's online research was conducted in English; however, some research was conducted in Spanish, French, and to a limited extent, Portuguese. Materials written in other languages were generally not reviewed.

Despite ILAB's best efforts to cover relevant topics as comprehensively as possible, the report cannot cover every salient issue that may affect children's involvement in the worst forms of child labor. For example, there are many factors that impact whether a household will send its child to school, to work, or to both. A lack of available information, however, limits the discussion of these issues for some countries. In these cases, we note that the profile's discussion is incomplete. Further, ILAB chose to limit its discussion of education to the issue of access because research on the relationship between child labor and quality of education is lacking.

The report excludes infrastructure projects, health programs, and related policies and programs, which support children's school attendance, because it is more difficult to assess their direct impact on child labor.(14, 15) The report also does not examine the impact that corruption may have on children's involvement in the worst forms of child labor, particularly as it relates to enforcement of laws covering the worst forms of child labor.

## **1.5 ORGANIZATION AND CONTENT OF COUNTRY PROFILES**

ILAB organized country profiles to track the types of efforts outlined in the TDA Conference Committee report. In this report, the Conference Committee indicated the President should consider certain criteria when determining whether a country has met its obligation under the GSP program to implement its international commitments to eliminate the worst forms of child labor. Each country profile contains information regarding these criteria: an introductory paragraph that provides an assessment of government actions to advance efforts in eliminating the worst forms of child labor; six sections that describe the problem and different aspects of government efforts to address it; and a set of suggested actions.(16)

This year, ILAB introduced a new format for country profiles to make the report a more user-friendly document and a better policy tool for engagement. The new format displays key information in a more streamlined manner, using more tables and less text than in previous years. There are two main changes. First, information considered "static" or relatively unchanged from year to year (e.g., sectors in which children work, laws, enforcement agencies) is condensed into tables in each section, along with any updates on developments during the reporting period. Second, findings about gaps in government efforts are elaborated in a narrative following the table.

The content and format of the six sections comprising a country profile is described in detail below.

### **1.5.1 Country Overview**

Each country profile begins with an overview for 2013 in a single paragraph, beginning with a statement identifying the assessment level assigned to the country for 2013. Countries are assessed as having made significant, moderate, minimal, or no advancement. In a limited number of cases, assessments are not provided because the population of children is either



non-existent or extremely small (under 50) or there is no evidence of worst forms of child labor and the countries appear to have an adequate preventive legal and enforcement framework. See Section 1.7 for a more detailed discussion on the criteria used to determine a country's assessment.

Following the statement of assessment, the paragraph offers a summary of key findings in the country profile. The narrative includes any meaningful efforts taken by a government, defined as efforts in key areas in which the government advanced in implementing its commitments to eliminate the worst forms of child labor.<sup>(16)</sup> The narrative also notes the most common or egregious forms of child labor found in the country and highlights areas in which key gaps in government efforts remain.

## 1.5.2 Section 1: Prevalence and Sectoral Distribution of Child Labor

### 1.5.2.1 Content Overview

The first section of each country profile attempts to provide, to the extent information is available, a comprehensive picture of the worst forms of child labor in the country. The section begins with a review of available data on working children and school attendance, followed by a presentation of the most common sectors and activities in which children are engaged. It provides information about the nature and conditions of the work when such information is available.

### 1.5.2.2 Format

Table 1, *Statistics on Children's Work and Education*, contains at least four variables: percent of working children, school attendance rate, percent of children combining work and school, and primary completion rate. The majority of country profiles have data for at least one of these variables. A smaller set of profiles contain data on children's work by sector. The age and methodologies of the original surveys that provide the underlying data vary, and in some cases the surveys may not reflect the true magnitude of the child labor problem in a country. For some countries, data are unavailable from the sources used in this report. For more information on Table 1, including background on the institutions involved in data collection

and analysis, see the section Children's Work and Education Statistics: Sources and Definitions.

Table 2, *Overview of Children's Work by Sector and Activity*, groups types of children's work by sector, using categories established by the ILO and UCW for national child labor surveys (Agriculture, Industry, and Services) as well as a category intended to capture work understood as the worst forms of child labor *per se* under Article 3 (a) – (c) of ILO C. 182 (referred to by the report as “Categorical Worst Forms of Child Labor”).<sup>1</sup> To the extent possible, sectors and specific activities performed by children are sorted into these categories according to International Standard Industrial Classification (ISIC) of all Economic Activities or International Standard Classification of Occupations (ISCO), which are internationally-accepted industry and occupational codes.<sup>(17)</sup>

Table 2 is footnoted to: 1) identify sectors or activities for which information is limited and/or the extent of the problem is unknown; 2) identify sectors or activities determined hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182; and 3) provide the definition of “Categorical Worst Forms of Child Labor” as previously described.

Following Table 2, the section may highlight additional sector-specific information in a brief narrative, such as geographic regions where child labor occurs or details on the nature of the work performed. In addition, the narrative may discuss any social, economic, or political issues that impact the prevalence of child labor, such as barriers to accessing education, or major socioeconomic shocks to the country that may inhibit the government's ability to address child labor, such as a natural disaster or armed conflict.

## 1.5.3 Section 2: Legal Framework on the Worst Forms of Child Labor

### 1.5.3.1 Content Overview

The second section of each profile provides information on two criteria established in the TDA

<sup>1</sup> Such work is unacceptable for children under any circumstances and is strictly proscribed by the Convention.

Conference Committee report: “(1) whether the country has adequate laws and regulations proscribing the worst forms of child labor” and “(2) whether the country has adequate laws and regulations for the implementation and enforcement of such measures.”(16) Accordingly, this section describes a country’s legal framework in regard to the worst forms of child labor and assesses the adequacy of that legal framework by comparing it, in general, to the standards called for in the TDA. Since the TDA uses the definition of the worst forms of child labor contained in ILO C. 182, this section focuses on comparing the country’s legal framework to the standards embodied in that Convention. In line with the ILO Committee of Experts, ILAB considered any law that could be used to prohibit the worst forms of child labor. ILAB also considered whether the country had ratified key international instruments related to child labor, including its worst forms.

In this section, ILAB observed whether laws were comprehensive in their prohibitions of all variations of a particular worst form. For example, in regard to commercial sexual exploitation of children, the report assesses whether countries prohibit recruitment, use, sale of, and benefiting from the proceeds of child prostitution.

It is important to note that ILAB focuses on legal protections against the worst forms of child labor regardless of whether or not a problem exists in a country. This is to ensure that legal frameworks also serve as preventive mechanisms. For example, even if a country does not have a problem with the use of children in illicit activities, if there are no laws that exist to prohibit the use of children in illicit activities, the report points out a gap when comparing laws on this issue against international standards.

With these general parameters in mind, most reports contain some combination of the following assessments. In regard to forced child labor, ILAB assessed whether a country’s laws comprehensively prohibited all manifestations of the problem of forced child labor, debt bondage, and/or child slavery. In regard to child trafficking, ILAB judged the adequacy of existing legal protections against international and domestic trafficking. In all cases in which countries maintain a military force, ILAB assessed whether the minimum age for compulsory military recruitment was 18. In countries where there is an ongoing armed conflict, ILAB also examined whether the law prohibits forced or voluntary recruitment of children by the armed forces as well as other armed groups.

On the issue of commercial sexual exploitation of children, ILAB examined whether laws prohibit the production, distribution/sale of, benefiting from, and possession of child pornography. Regarding illicit activities, ILAB assessed whether the law prohibits the use of a child in these activities, such as drug trafficking or forced begging.

Because the standards on minimum age for work in ILO C. 138 provide a foundation for protections against the worst forms of child labor, ILAB used the standards embodied in that convention to assess each country’s minimum age for admission to work and the age through which education is compulsory.(18) ILO C. 138 establishes that countries should set a minimum age for work of 15, or 14 for countries with less-developed economies. According to ILO C. 138, the minimum age for work shall not be less than the age of compulsory education. ILAB recognizes that the Convention calls upon member states to avoid the establishment of a minimum age for work lower than the compulsory school age. However, the opposite situation—in which the minimum age for compulsory schooling is lower than the minimum age for work—should also be avoided. It is possible that a low (or no) compulsory school age may encourage children below the legal age of employment to work since they are not required to attend school. Because such work is illegal, it may be more hidden from public view than other forms of work, thus increasing the possibility of exploitation through involvement in hazardous work or other worst forms of child labor. Therefore, the section notes when a country’s minimum age for compulsory education falls below the minimum age for employment. It also notes when free education or compulsory education laws are not adequately implemented.

### **1.5.3.2 Format**

The section begins with Table 3, *Ratification of International Conventions on Child Labor*. The conventions listed include ILO C. 138 and 182 and the UN Convention on the Rights of the Child and its Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution, and child pornography; and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime (Palermo Protocol). A checkmark indicates the country’s

ratification, acceptance, accession, or succession to the instrument, given that these actions have the same practical legal effect regarding the substantive obligations of the instruments as ratification.<sup>(19)</sup> If other relevant international instruments (beyond those listed in Table 3) were ratified during the reporting period, this may be recognized in a short narrative following the table.

Table 4, *Laws and Regulations Related to Child Labor*, lists a set of standards that should be established through national legislation in order to fully implement ILO C.182. These include the minimum ages for work and hazardous work; a list of hazardous occupations prohibited to children; prohibitions of forced labor, child trafficking, commercial sexual exploitation, and using children in illicit activities; the minimum ages for voluntary and compulsory military service; and the compulsory education age. Table 4 also notes whether the government has a law on free basic education.

Table 4 is followed by a narrative describing any relevant laws the government enacted, or advanced to a significant step in the legislative process, during the reporting period. If the government failed to take action on an existing draft bill that would fill a gap in the legal framework related to child labor, this also may be noted. The narrative then assesses whether existing laws meet international standards and are sufficiently comprehensive to cover child labor issues that are present in the country.

### **1.5.4 Section 3: Enforcement of Laws on the Worst Forms of Child Labor**

#### **1.5.4.1 Content Overview**

The third section of each profile describes the roles of government agencies in enforcing laws relevant to child labor, including its worst forms, and reports on enforcement efforts made during the reporting period. It addresses the third indicator for assessing a country's child labor efforts included in the TDA Conference Committee report: "3) whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor."<sup>(16)</sup>

ILAB identified two distinct concepts from the criteria to assess country efforts and, this year, evaluated them separately in Sections 3 and 4.

In this section, ILAB analyzed whether or to what degree the country had defined enforcement agency roles and had investigated and addressed complaints relating to allegations of the worst forms of child labor. Because ILO C. 182 discusses enforcement to a limited extent, other international standards and practices were also considered as general evaluating guidelines, including those from ILO Conventions 81 and 129 on Labour Inspection and Labour Inspection in Agriculture respectively. To the extent possible, ILAB assessed whether the country had:

- Established labor inspection systems;
- Employed a sufficient number of inspectors to enforce the country's child labor laws and regulations;
- Provided sufficient funding and resources to enforce child labor laws and regulations;
- Provided sufficient training to inspectors, including specialized training on child labor;
- Established processes for coordination and sharing of information on child labor among enforcement authorities;
- Created and implemented an effective mechanism for filing and responding expeditiously to complaints about child labor;
- Developed and implemented a labor inspection strategy that targeted areas in which child labor was believed most likely to occur and conducted inspections with sufficient frequency;
- Sanctioned child labor violations; and
- Published information on specific inspection results and fines or sanctions imposed for violation of child labor laws and regulations.

In most cases, ILAB did not have sufficient information to determine whether numbers of inspectors were sufficient in the country. Given the lack of information, ILAB was cautious in its assessment of the adequate number of inspectors. Only in cases in which the number of inspectors was extremely small relative to the population, the government acknowledged their own resource constraints, key

international organizations concluded resource gaps existed, or several sources corroborated such a conclusion did ILAB make findings of insufficiency.(20)

Although ILO Conventions focus primarily on labor laws, the worst forms of child labor encompass activities such as child prostitution that are generally covered by criminal laws. Therefore, the report also assessed the same criteria in regard to criminal law enforcement.

#### **1.5.4.2 Format**

Section 3 begins with a broad statement about whether the government has established institutional mechanisms to enforce laws and regulations related to child labor, including its worst forms. It then presents a table listing the agencies charged with enforcing such laws and identifies each agency's role. A narrative follows, with subsections on the two relevant types of enforcement efforts (labor law enforcement and criminal law enforcement). As available, details may be provided on the number of inspectors or investigators, funding and training levels, capacity, and the number of inspections or investigations during the reporting period. The narrative includes findings where ILAB has concluded a shortfall exists between international standards and government efforts.

### **1.5.5 Section 4: Coordination of Government Efforts on the Worst Forms of Child Labor**

#### **1.5.5.1 Content Overview**

Section 4 provides information on institutions charged with coordinating overall efforts to combat child labor, including its worst forms, in the country. ILAB derived this concept from the Conference Committee report's third criteria that references whether the country has "formal institutional mechanisms."

Although the Conference Committee report speaks only to whether such mechanisms are in place in regard to investigation and complaints of the worst forms of child labor, ILO C. 182, Article 5, states that "[e]ach Member shall, after consultation with employers' and workers' organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention." ILAB applied this concept of monitoring to all provisions of the Convention, not just those directly related

to enforcement of child labor laws. However, since the term "monitor" is often associated exclusively with enforcement activities, ILAB uses the term "coordinate" to describe this function.

#### **1.5.5.2 Format**

Section 4 is typically brief, beginning with a short statement as to whether the government has any coordinating mechanism focused on or related to combating child labor, followed by a table listing the relevant coordinating bodies, their composition (if known), and their respective mandates. A subsequent narrative details activities of the coordinating bod(ies) during the reporting period, if known, and may include findings on gaps in their efforts.

### **1.5.6 Section 5: Government Policies on the Worst Forms of Child Labor**

#### **1.5.6.1 Content Overview**

The fifth section of the profiles provides information on the fourth TDA Conference Committee report criterion: "whether the country has a comprehensive policy for the elimination of the worst forms of child labor." (16) This section describes a country's policies and plans to combat child labor, including its worst forms.

ILAB used the framework provided in R. 190, Article 15(f), which illustrates measures that countries might take to combat the worst forms of child labor, such as "encouraging the development of policies by undertakings to promote the aims of the Convention." (21) In ILO C. 182 and in comments from the ILO Committee of Experts, the terms "programs" and "plans of action" are often used interchangeably. Indeed, it is difficult to distinguish in some cases between a policy, a plan, and a program. For purposes of the TDA, a policy on child labor is defined as a framework that lays out general principles that are intended to guide a government's actions on child labor. Although policies may call for the passage of new laws and the establishment of new programs, for purposes of the TDA, whether laws are adopted or programs are implemented is discussed in the Legal Framework for the Worst Forms of Child Labor section or Social Programs to Address Child Labor section, respectively.



Specifically, ILAB assessed whether governments had:

- Established specific child labor policies, any related development policies that explicitly incorporate the issue of child labor, or any related development policies that do not explicitly target child labor but that could impact the problem. (ILAB determined that, because so few governments distinguish between worst forms of child labor and child labor, in general, when establishing policies, any policy on child labor, whether targeted to worst forms of child labor or not, would be discussed.);
- Ensured that these policies included specific action plans, assigned responsibilities, established goals, and set timetables; and
- Implemented its established policies and plans.

#### **1.5.6.2 Format**

Section 5 begins with a statement indicating whether the government has established any policies related to child labor, including its worst forms. This is followed by a table listing the relevant policies, providing a description of each policy's objective and any developments in implementation that occurred during the reporting period. The table is footnoted to identify policies that were launched during the reporting period, as well as broader development or education policies that may have an impact on reducing or eliminating child labor but have not been evaluated to determine whether this is indeed the case. The narrative following the table is reserved for any findings as to whether existing policies sufficiently address child labor issues, including its worst forms, present in the country.

### **1.5.7 Section 6: Social Programs to Address the Worst Forms of Child Labor**

#### **1.5.7.1 Content Overview**

This section responds to the Conference Committee report criterion that calls for a consideration of “whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor and assist in the removal of children engaged in the worst forms of child labor.”<sup>(16)</sup> This section discusses only those programs implemented during the reporting period.

As in the section on policies, this section describes both programs focused on worst forms of child labor and on all forms of child labor, since countries often do not distinguish between the two in child labor programs. Also as in the policies section, this section discusses programs that focus on child labor specifically, as well as programs that address poverty, education, and other related matters that could have a beneficial impact on child labor.

ILAB generally considered the implementation of projects through international organizations to be government efforts because the projects can only be carried out with consent of the government and such efforts are sometimes considered part of national budgets.

ILAB applied standards embodied in Articles 6 and 7 of ILO C. 182 to assess country programs to combat child labor. ILO R. 190 was also used in determining the kinds of efforts governments might make, such as giving special attention to girls, providing training to employers and workers, and raising awareness. With this in mind, ILAB assessed whether governments had:

- Participated in any social programs to combat child labor, including programs aimed at directly preventing and withdrawing children from child labor;
- Implemented social programs with sufficient resources to combat the scope and magnitude of the child labor problem at issue;
- Targeted at-risk populations; and
- Implemented social programs successfully and sustainably.

#### **1.5.7.2 Format**

Section 6 opens with a statement as to whether the government funded and/or participated in social programs that include the goal of eliminating or reducing child labor, including its worst forms. As with the policy section, this section lists relevant programs, including larger development programs such as poverty strategies or education-focused initiatives that may have an impact on child labor (these are footnoted to clarify when the impact on child labor has not been studied). Footnotes also identify projects that are

funded by the government and/or were launched during the reporting period. The table provides a description of each social program and its activities and accomplishments, to the extent known, during the reporting period. A narrative may follow with analysis of the extent to which these efforts were sufficient to address the scope of the problem and/or covered the key sectors in which children are known to work in the country.

### **1.5.8 Suggested Government Actions to Eliminate the Worst Forms of Child Labor**

The last section of each country profile is a set of suggested actions. These suggested actions serve as a roadmap of efforts that individual countries can follow to more fully address the worst forms of child labor. The year in which a suggested action was first provided is listed in the table followed by every year the action was included in the report and not addressed.

## **1.6 FRAMEWORK FOR COUNTRY ASSESSMENTS**

### **1.6.1 Objective for Country Assessments**

As discussed in Section 1.5.1, ILAB is using an assessment tool to clearly indicate and highlight the status of efforts by each country benefiting from U.S. trade preferences to eliminate the worst forms of child labor.

### **1.6.2 Research Question Guiding Country Assessments**

The research question that ILAB is asking in its assessment of an individual beneficiary country is: “To what extent did the beneficiary country advance efforts to eliminate the worst forms of child labor during the reporting period?”

### **1.6.3 Scope of Country Assessment**

As discussed, the TDA Conference Committee report outlines the following six criteria the President is asked to consider in determining whether a country is implementing its international commitments to eliminate the worst forms of child labor:

1. whether the country has adequate laws and regulations proscribing the worst forms of child labor;
2. whether the country has adequate laws and regulations for the implementation and enforcement of such measures;

3. whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;
4. whether the country has a comprehensive policy for the elimination of the worst forms of child labor;
5. whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor; and
6. whether the country is making continual progress toward eliminating the worst forms of child labor.<sup>(16)</sup>

The country assessment tool is intended to inform the sixth criterion listed above: “whether the country is making continual progress toward eliminating the worst forms of child labor.” In preparing the assessments, ILAB evaluated the first five criteria listed above, grouping them into the same five areas addressed in the individual country profiles: laws and regulations, enforcement, coordination, policies, and social programs. The assessment is based on an analysis of the status of each country’s efforts in these five areas considered as a whole and compared to similar past efforts. Importantly, the assessment is not intended to reflect a determination of “whether a country has implemented its commitments to eliminate the worst forms of child labor.”<sup>(2)</sup> That determination is reserved for the President.

### **1.6.4 Method for Determining a Country Assessment**

Each country profile presented in this report identifies a set of suggested actions for governments to take in order to advance efforts to eliminate the worst forms of child labor. The implementation—or lack of implementation— of these suggested actions establishes a baseline, or point of reference, from which to assess a country’s advancement. These actions, in combination with other efforts undertaken by a country, were considered when assessing the level of a country’s advancement during the current reporting period compared with the previous reporting period. The reporting period for this year’s report is January 2013

to December 2013. However, meaningful actions undertaken during the first quarter of 2014 (January – March) were also considered for this assessment.

Once a country's efforts were identified, ILAB assessed (1) the significance of efforts—actions that could have a meaningful impact in eliminating the worst forms of child labor—undertaken during the reporting period, and (2) the extent to which these meaningful efforts addressed the first five TDA criteria, outlined above, during the reporting period. In addition, ILAB reviewed whether a government was complicit in the use of forced child labor, including the forcible recruitment of children for armed conflict.

To promote consistency and transparency and to operationalize those first five TDA criteria, each country's efforts were analyzed according to a uniform set of guidance questions related to the five general areas of laws and regulations, enforcement, coordination, policies, and social programs. These guidance questions are presented in Appendix II.

### 1.6.5 Country Assessment Categories

Each country received one of five possible assessments: Significant Advancement, Moderate Advancement, Minimal Advancement, No Advancement, or No Assessment.

1. **Significant Advancement.** Compared with the suggested actions reported in 2012, a country significantly advanced efforts in eliminating the worst forms of child labor if it took suggested actions or made other meaningful efforts during the reporting period in all relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs.
2. **Moderate Advancement.** Compared with the suggested actions reported in 2012, a country moderately advanced efforts in eliminating the worst forms of child labor if it took suggested actions or made other meaningful efforts during the reporting period in some relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs.

3. **Minimal Advancement.** There are two types of countries that could receive this assessment. The first type of country is one that, compared with the suggested actions reported in 2012, minimally advanced efforts in eliminating the worst forms of child labor by taking suggested actions or making other meaningful efforts during the reporting period in a few relevant areas covering laws and regulations, enforcement, coordination, policies, and social programs.

The second type of country is one that, compared with the suggested actions reported in 2012, made some advancement in eliminating the worst forms of child labor, but also established a new law, regulation, or policy; upheld an existing law, regulation, or policy; or initiated or continued a practice during the reporting period that reverses or delays advancement in eliminating the worst forms of child labor.

4. **No Advancement.** There are two types of countries that could receive this assessment. The first type of country is one that, compared with the suggested actions reported in 2012, took no suggested actions and made no other meaningful efforts to advance the elimination of the worst forms of child labor during the reporting period. This would include countries in which there is no evidence of a worst form of child labor problem and where the country has gaps in its legal and enforcement framework on child labor.

The second type of country is one that, in more than an isolated incident, was complicit in the use of forced child labor. Given the egregious nature of this form of exploitation, countries complicit in the use of forced child labor were considered to have made no advancement regardless of efforts in other areas.

5. **No Assessment.** This assessment is reserved for countries in which the population of children is either non-existent or extremely small (under 50) or in which there is no evidence of a worst

forms of child labor problem and where the country has a good legal and enforcement framework on child labor. Currently, only certain territories and non-independent countries fall into these categories.

This assessment is also given to a country when it is included in the report for the first time. In addition, in cases when a country receives a suggested action for the first time, a country is given this assessment.

It is important to note that these assessments track government actions and compare countries against their own prior efforts. The assessments do not take into account the impact of the government actions on the problem, or whether they have a documented effect in eliminating the worst forms of child labor. This type of analysis would require rigorous impact evaluations and assessments based on data from solid research designs, which is beyond the scope of this report.





Lightbulb factory, Calcutta, India

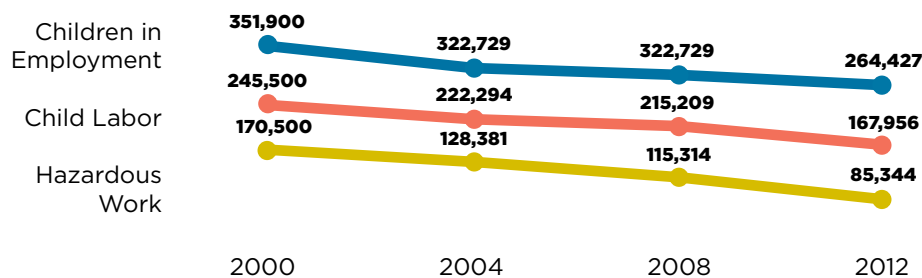


# Part 2

## Year in Review: “Every Child Counts: 168 Million Reasons to Eliminate Child Labor”

**Every Child Counts**—was the title of UNICEF’s 2014 report, *State of the World’s Children in Numbers*, which published global and national statistics to inform the international community and national governments about progress made in improving children’s lives and actions needed to help them claim their rights. Over the last 20 years, the world has witnessed great advances in children’s health and education, including the reduction of child mortality for 90 million children; improved physical growth for 37 percent of children through enhanced nutrition; and increased primary school enrollments in least developed countries from 53 percent in 1990 to 81 percent in 2011.<sup>(22)</sup> The ILO’s 2013 report on *Marking Progress Against Child Labor* also documents a positive downward trend in the prevalence of child labor globally (see Figure 1).

Figure 1. **Global Estimates on Working Children, 5-17 Years, 2000-2012**



Note: in millions

Source: ILO-IPEC, *Marking Progress Against Child Labour: Global Estimates and Trends 2000 - 2012*. Geneva; 2013.

ILO estimates document that, from 2000 to 2012, child labor fell by 78 million or 30 percent, placing the most current estimate of child laborers at 168 million, of which 85 million are in hazardous work.<sup>(23)</sup> Behind these numbers are children wielding machetes to crack open cocoa pods; girls working as domestic servants in third-party homes doing laundry from dawn until dusk; and boys wading in puddles of mercury sifting for gold. The ILO also estimates at least 6 million children in forced labor, where they may be chained to looms to weave carpets, kidnapped to fight adult wars, mandated to leave school to pick cotton, or lured and sold to brothels by promises of a brighter future.

While the decline in child labor definitely signals a move in the right direction, it still means that 10 percent of the world’s children, or 168 million children, languish in situations that deprive them of their right to go to school without interference from work. It also means that the target of eliminating the worst forms of child labor by 2016, as embodied in international declarations to address child labor, such as the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 (Roadmap)* and the *Brasilia Declaration on Child Labor*, will remain an elusive goal—at least for now.<sup>(24, 25)</sup> Nonetheless, actions to eradicate child labor, especially its worst forms, must move forward.



In moving forward towards the eradication of child labor, especially its worst forms, it is important that governments understand the underpinnings of abusive child labor and efforts required to eliminate it (see Table 1). The *Roadmap* provides a framework for accelerating progress by establishing priority areas, including: adopting and enforcing national legislation against child labor, including its worst forms; strengthening inspection and monitoring machinery and applying appropriate sanctions against perpetrators of child labor law violations; extending and improving free, compulsory quality education for all children, including vocational and technical education; and establishing and implementing social protection policies for vulnerable and socially excluded households, hard-to-reach children, and children with special needs.(24, 25)

**Table 1. Implementing the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016**

<b>Topic</b>	<b>Exercise</b>
What are we talking about? Understanding the worst forms of child labor	<b>Exercise 1:</b> Worst forms of child labor (WFCL) in your country <b>Exercise 2:</b> Mapping risk, vulnerability and vulnerable groups
Strategies for eliminating the worst forms of child labor	<b>Exercise 3:</b> Brainstorming a national strategy to eliminate the WFCL by 2016
Taking action against the worst forms of child labor	<b>Exercise 4:</b> Gap assessment: What is missing in your legal and regulatory framework?  <b>Exercise 5:</b> Putting together a National Action Plan (NAP)  <b>Exercise 6:</b> Determining the list of hazardous child labor  <b>Exercise 7:</b> Overcoming the obstacles to universal, compulsory and free education  <b>Exercise 8:</b> Delivering social and health services to vulnerable and hard-to-reach children  <b>Exercise 9:</b> Identifying partnerships to address the WFCL in the informal economy  <b>Exercise 10:</b> Addressing WFCL in global supply chains  <b>Exercise 11:</b> Addressing WFCL through youth employment policy  <b>Exercise 12:</b> Other cross-cutting policies and thematic areas in the fight against WFCL
Promoting action and monitoring progress	<b>Exercise 13:</b> Bringing it all together  <b>Exercise 14:</b> Developing indicators to measure impact and progress 61  <b>Exercise 15:</b> Managing your NAP and follow-up

**Source:** ILO-IPEC, *Implementing the Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016—A Training Guide for Policy Makers*. Geneva; 2013.



The participants at the Hague Global Child Labor Conference in 2010 and the Brasilia Global Child Labor Conference in 2013 acknowledged and reiterated that “governments have the leading role and the primary responsibility, in cooperation with employers’ and workers’ organizations, as well as NGOs and other civil society actors, in implementing measures to prevent and eliminate child labor, in particular its worst forms, and rescue children from it.” The numerous government efforts to eliminate child labor, including its worst forms, documented in the country profiles in the 13<sup>th</sup> edition of the *Finding of the Worst Forms of Child Labor* include many of the actions required for the implementation of the *Roadmap*. For this “Year in Review,” we examine how these efforts compare globally and across regions.

## 2.1 Global Analysis of Government Efforts and Country Assessments

This section provides global trends in government efforts and country assessments, including changes in assessments among DOL’s 2011-2013 Findings on the Worst Forms of Child Labor reports.

### 2.1.1 Government Efforts

During this reporting period, 114 out of 143 governments covered in this report made at least one meaningful effort to advance the elimination of the worst forms of child labor. Fifty-seven governments made efforts in the areas of laws and regulations; 65 governments made efforts in the area of enforcement; 39 governments made efforts in the area of coordination; 58 countries made efforts in the area of government policies; and 77 countries made efforts in the area of social programs.

Establishing a clear, strong legal framework that conforms to international standards is critical for governments’ efforts to prevent and eliminate the worst forms of child labor. Therefore, this section gives special attention to the ratification of international standards and adoption of corresponding national legislation.

While policies and social programs can prevent children from being forced to work at an early age, legal minimum age requirements for work help protect children from early entry into the workforce. And while the majority of governments have established a minimum age for employment, there are

several states that have yet to establish a minimum age for employment, and many more whose minimum age falls below international standards. ILO C.138 sets a minimum age for employment to be no less than 15 years, but allows a minimal legal working age of 14 for countries where economic and educational facilities are insufficiently developed. Nine governments have yet to establish a minimum age for work (Gibraltar, India, Montserrat, Niue, Norfolk Islands, Pakistan, St. Helena, Tokelau, and Tonga), and 5 governments still maintain an age that falls below the international standard for developing countries of 14 (Belize, Dominica, Nigeria, Solomon Islands, and Cook Islands). Similarly, 15 governments have yet to establish a minimum age for children involved in hazardous work (Algeria, Christmas Island, (Cocos (Keeling) Islands, Djibouti, Grenada, Montserrat, Niue, Norfolk Island, Seychelles, South Sudan, Turks and Caicos, Trinidad and Tobago, Tonga, Tokelau, and Vanuatu) as required by C. 182, while another fifteen governments maintain an age below the international standard of 18.

Although there is no international standard for a compulsory education age, not having one or setting it too low may encourage children below the legal age of employment to work since they are not required to attend school. While the majority of governments have established compulsory education ages, 15 governments have yet to do so, and 19 countries maintain ages below the international standard of 14.

Ratification of relevant international conventions signal governments’ commitment to having in place a solid legal framework that can help to eliminate the worst forms of child labor. To date, 114 countries that are covered in this report have ratified ILO C.138, including two which ratified during the reporting period (Maldives and Solomon Islands). In addition, 126 of the 143 governments in this report have ratified ILO C.182, two of which ratified during the reporting period (Maldives and Somalia). Twenty-seven governments have yet to ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and 38 governments have yet to ratify the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict.

Addressing gaps in countries' legal frameworks on child labor is a necessary but incomplete condition for meeting the global goals of eliminating the worst forms of child labor. A commitment among governments to combat child labor must be upheld not only in law but also in practice. As such, the country assessments in this report take into account the full spectrum of instruments a government must employ to effectively eliminate the worst forms of child labor: laws and regulations, enforcement mechanisms, coordination, government policies, and social programs.

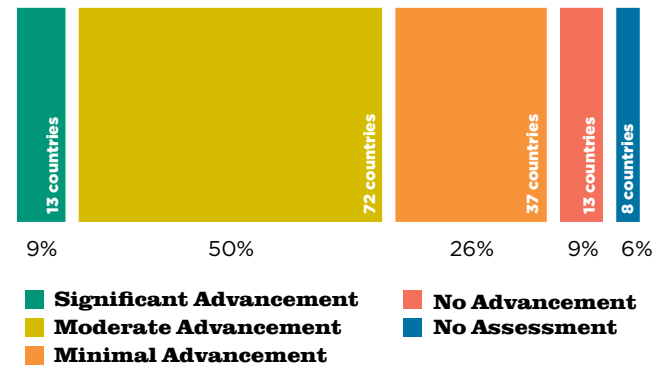
## 2.1.2 Country Assessments

Figure 2 provides a global breakdown of the country assessments in this report. Overall, more than half of the countries (59 percent) received an assessment of Moderate Advancement or higher, compared with 36 percent of countries that received an assessment of Minimal Advancement or lower. The other 6 percent of countries received a No Assessment. Out of the 143 countries covered in this report, 13 received an assessment of Significant Advancement, 72 received Moderate Advancement, 37 received Minimal Advancement, 13 received No Advancement, and 8 were not given an assessment.

Among the 13 countries that received No Advancement, 3 countries received this assessment as a result of government complicity in forced child labor. These countries included the Democratic Republic of Congo, Eritrea, and Uzbekistan. The other 10 countries received No Advancement because no meaningful actions were taken to advance efforts to eliminate the worst forms of child labor.

Two territories, Tokelau and Niue, were not given an assessment because it was the first year they received a suggested action in the report. Three territories and non-independent countries were not given an assessment because their child populations are either non-existent or extremely small (under 50) or because there is no evidence of a worst forms of child labor problem and the countries have good legal and enforcement frameworks on child labor.<sup>2</sup> For example,

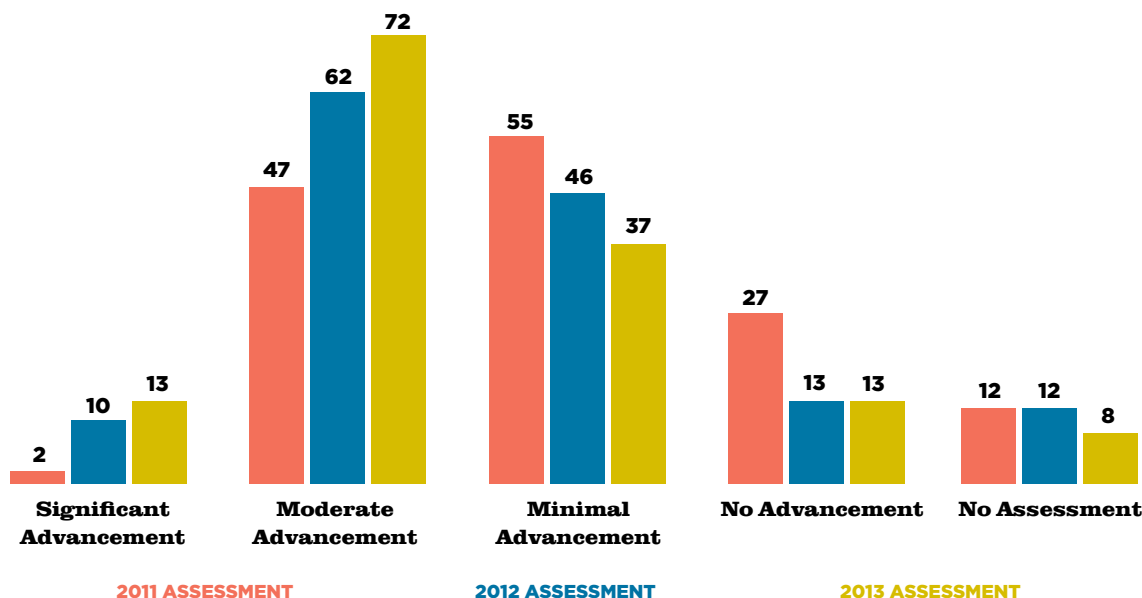
**Figure 2. Global Breakdown of Country Assessments**



the British Indian Ocean Territory does not have a permanent civilian population, Heard and McDonald Islands is uninhabited, and the Pitcairn Islands has a population of less than 50 people.

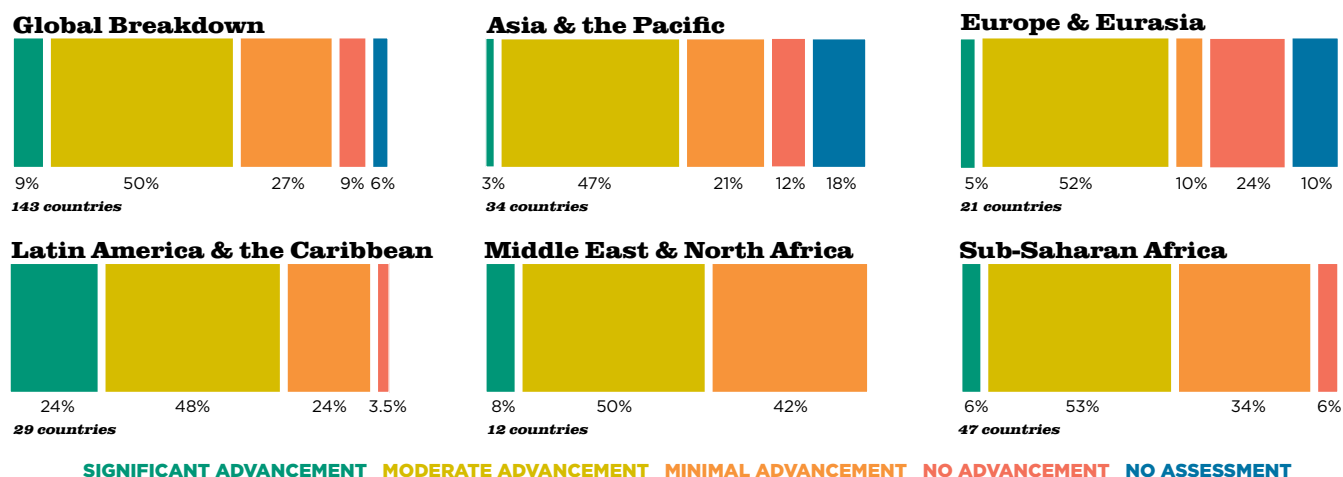
The assessment results from 2013 indicate increased efforts to end the worst forms of child labor compared with the assessments from 2012 and 2011 (see Figure 3). Overall, there were more countries that received assessments of Significant or Moderate Advancement, fewer countries that received an assessment of Minimal Advancement, and the same number of countries that received an assessment of No Advancement. For example, 85 governments received higher assessments of Moderate and Significant Advancement, as opposed to 72 in 2012. Of the 13 governments that received an assessment of No Advancement, 6 of those had received the same assessment in 2012, 3 had received No Assessment in 2012, while the remaining 4 governments declined in assessment from Minimal and Moderate advancement in 2012 to No Advancement in 2013. These two countries and two territories were Vanuatu, Central African Republic, Norfolk Islands, and Cook Islands. The key challenges reside in spurring action among governments that are making No to Minimal Advancement and maintaining momentum among those that are making moderate to Significant Advancement.

<sup>2</sup> Appendix 1 at the back of the report lists the assessment levels of countries and territories covered in this report. This information is organized into two lists. The first list includes an alphabetical listing of countries by assessment and the second list organizes countries by assessment level.

Figure 3. **Global Changes in Country Assessments Between 2011 & 2013**

## 2.2 REGIONAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS

This year's report includes a regional analysis of country assessments and regional trends in government actions to eliminate the worst forms of child labor. Figure 3 provides a regional breakdown of the country assessments. Every region had at least one of the 13 countries that received an assessment of Significant Advancement, with Latin America and the Caribbean having the most with 7 countries, followed by Sub-Saharan Africa with 3. The remaining part of this discussion reviews trends and gaps in efforts to eliminate child labor, including the worst forms, by region.

Figure 4. **Regional Breakdown of Country Assessments**

### 2.2.1 Asia and the Pacific

#### 2013 Regional Outlook: Asia and the Pacific

##### Meaningful efforts:

- Improved legal frameworks, particularly related to trafficking in persons.
- New tracking systems to enhance enforcement.

##### Challenges and existing gaps:

- Lack of adequate legal protections, specifically for children in hazardous labor.
- Lack of or weak intra-governmental coordination.
- Lack of funding for labor inspections.

In the Asia and Pacific region, 77.8 million children ages 5-17 are engaged in child labor or 9.3 percent of all children in the region.<sup>(26)</sup> In 2013, governments in Asia and the Pacific continued to make notable progress in combating the worst forms of child labor, particularly in the area of legislation on trafficking in persons, which is of particular concern in the region. The Philippines was the only country in the region to receive an assessment of Significant Advancement for making several meaningful efforts to eliminate the worst forms of child labor. However, children in Asia and the Pacific continue to engage in child labor, predominately in agriculture, in which child labor is prevalent in two-thirds of the countries.

In Central Asia, children are primarily found working in the cultivation of tobacco and cotton, while in Southeast Asia and South Asia, children often work as domestic servants. Among the Oceanic countries and territories, commercial sexual exploitation is a problem, while bonded labor and forced labor are issues of concern in South Asian countries. Despite governments' efforts to address child labor in these areas, significant shortcomings in legal protections exist that leave children vulnerable to the worst forms of child labor, including the absence of

national lists of hazardous work prohibited to children; lack of a minimum age for work or a minimum age of 18 for hazardous labor; and low compulsory education ages. Additionally, many countries have weak enforcement systems and do not make data regarding child labor violations, investigations, prosecutions, and convictions publically available.

During the year, several countries conducted or published surveys to better understand the prevalence of child labor. Cambodia and Mongolia both published national child labor surveys. Bangladesh and Kiribati conducted national child labor surveys, and the Philippines and Tonga implemented surveys in specific sectors in which child labor is known to occur.

In 2013, countries in Asia and the Pacific passed legislation or ratified international standards to protect children against the worst forms of child labor. Laws were strengthened to address trafficking in persons in Fiji, India, Kazakhstan, Maldives, Papua New Guinea, the Philippines, and Thailand. Maldives ratified ILO Conventions 29, 105, 138, and 182, which cover forced labor, the minimum age for work, and worst forms of child labor. Solomon Islands also ratified ILO C. 138 on the Minimum Age for Work. Afghanistan, Bangladesh, Fiji, and the Philippines established or made amendments to lists of hazardous occupations prohibited to children.

Four countries initiated new tracking systems for enforcement of child labor laws. Fiji established a National Child Labor Database, and India launched the Criminal Tracking and Networking System, which connects all 15,000 police stations and enables police to better monitor trends in serious crimes, including trafficking. Sri Lanka launched the Labor Inspection System Application, a fully automated system in which authorized personnel can use a hand-held tablet to enter data during on-site inspections and track and monitor the status and disposition of cases. Afghanistan began installing an information management system to track the age of every member of the Afghan National Security Forces, in an effort to prevent the recruitment of underage children.



At least five countries in Asia and the Pacific also initiated social programs addressing child labor more broadly. Afghanistan began participating in a \$2 million USDOL-funded project targeting child labor in the carpet sector, implemented by GoodWeave. Cambodia piloted a new cash scholarship transfer program through a mobile banking system to encourage children to remain in school. The Philippines implemented the Convergence Program Against Child Labor (2013–2016) to work with local governments in creating child labor-free communities. Sri Lanka also began a program to create a child labor-free zone in Ratnapura District which will serve as a model to be replicated in all 25 districts. Thailand, in cooperation with the Thai Frozen Foods Association and the ILO, created the Good Labor Practices program that promotes training and good practices for the prevention and elimination of forced and child labor and the general improvement of workplace conditions at all points in the shrimp and seafood processing supply chain.

Despite these efforts, significant obstacles to progress remain, particularly in the areas of legal protections related to minimum age, hazardous work, intra-government coordination, and enforcement. Pakistan, India, Tonga, and Norfolk Island have not established minimum ages for work. Pakistan, India, and Nepal, as well as six of the Oceanic Countries and Territories, have not established a minimum age for hazardous labor. The Maldives, Kiribati, Papua New Guinea, and Fiji have not adopted lists of hazardous work prohibited to children. Eleven countries in the region have compulsory education ages that are below the minimum age for work, which may make children more vulnerable to the worst forms of child labor. Seven countries and six territories do not have a mechanism to coordinate actions on child labor, and a majority of those that do have a weak coordinating mechanism. Research was unable to find data regarding child labor violations, investigations, prosecutions, and/or convictions for Bangladesh, Cambodia, Fiji, Indonesia, Kazakhstan, Kiribati, the Kyrgyz Republic, Pakistan, Samoa, Solomon Islands, and Uzbekistan. In general, funding for child labor coordination and inspection is also limited throughout the region.

## 2.2.2 Europe and Eurasia

### 2013 Regional Outlook: Europe and Eurasia

#### Meaningful efforts:

- Increased data collection on child labor.
- Strengthened social protection systems for vulnerable children.
- Improved legal and policy frameworks to protect children from human trafficking and commercial sexual exploitation.

#### Challenges and existing gaps:

- Persistent gaps in laws protecting children from all worst forms of child labor.
- Challenges in enforcing child labor laws.
- Insufficient funding for social programs.

Regional statistics on child labor do not exist for Europe and Eurasia. However, during the year, governments made efforts to increase the availability of information about child labor. Albania became the first country in this region to receive an assessment of Significant Advancement for making several meaningful efforts to eliminate the worst forms of child labor.

In addition, countries expanded social protection systems, and strengthened legal frameworks. Despite these efforts, more actions are needed to address gaps in legal frameworks, enhance enforcement of laws, and design and fully fund targeted programs to assist children in the worst forms of child labor.

In 2013, three countries conducted research on child labor. Armenia and Georgia participated in projects with ILO-IPEC to conduct national child labor surveys, while Bosnia and Herzegovina (BiH) collaborated with Save the Children to carry out research on children involved in forced begging and street work. The Government of Albania also released data from its 2010 National Child Labor Survey.

During the reporting period, governments in the region also took steps to expand social protection systems, which may prevent children from involvement in the worst forms of child labor. Moldova adopted a law that calls for creation of a framework for identifying, evaluating, assisting, monitoring, and registering at-risk children and children separated from their parents, including those in child labor, and designated agencies to implement the framework. In Montenegro, the Government adopted the National Plan of Action for Children 2013-2017, which complements the Law on Social and Child Protection. This law promotes and protects children's rights in the areas of social services, child protection, health services, and education.

Across the region, laws are largely harmonized with international standards, and most countries have ratified international instruments relating to child labor. During the reporting period, several governments took steps to further improve their legal frameworks. Azerbaijan and BiH strengthened laws on trafficking, while Albania, Montenegro, Russia, and Ukraine enhanced their legal provisions against child pornography and other forms of commercial sexual exploitation of children.

Likewise, governments in the region implemented policies related to child trafficking and other worst forms of child labor. Armenia and Georgia adopted policies to combat trafficking. Azerbaijan adopted an action plan to address child labor, and Moldova extended the application of its child labor action plan from six to nine districts, where local public administrations developed local plans and created special teams to combat child labor. In BiH, the Government appointed a National Coordinator to oversee implementation of the country action plan under the regional Decade for Roma Inclusion initiative. Roma children throughout the region are discriminated against and particularly vulnerable to involvement in the worst forms of child labor.

Even with these positive efforts, gaps remained in the areas of legislation, enforcement, and the targeting and funding of social programs to combat child labor. While

many countries' legal frameworks protect children from the worst forms of child labor, others contain provisions that fall short. BiH, Montenegro, and Serbia do not have comprehensive lists of hazardous work prohibited to children. In Russia and Ukraine, possession of child pornography is not criminalized. The laws of these two countries, as well as Serbia, also do not fully protect older children from certain kinds of commercial sexual exploitation.

Enforcement remained a challenge across the region. Gaps in resources and the lack of capacity of labor inspectorates detract from enforcement of child labor laws in Kosovo, Moldova, Serbia, and Ukraine. Georgia remained without a labor inspectorate to enforce any labor laws, and Armenia does not have a specific mechanism for registering child labor complaints.

Countries in the region also struggled to allocate funding for social programs that would decrease the need for families to send their children to work. Kosovo and Ukraine carried out programs to combat various forms of child labor, but these were underfunded. In Macedonia, the number of centers that provide services to vulnerable children is insufficient. Research found no evidence that Moldova contributes funding to its donor-supported child labor programs, which suggests they may not be sustainable. Research has also found limited evidence of government funding for social programs to specifically address child labor, other than human trafficking, in Azerbaijan. Russia did not fund or participate in any programs targeting child laborers.

### 2.2.3 Latin America and the Caribbean

#### 2013 Regional Outlook: Latin America and the Caribbean

##### Meaningful efforts:

- Expanded social protection programs benefitting child laborers.
- Improved legal frameworks for child domestic workers.
- Increased funding for stronger labor law enforcement.

##### Challenges and existing gaps:

- Limited or weak labor inspection systems.
- Lack of programs targeting hard to reach populations, such as child domestic workers, and insufficient programs to reach children involved in agriculture and informal sector work.
- Insufficient attention to combatting the use of children in illicit activities, including gangs.

In Latin America and the Caribbean, 12.5 million children ages 5-17 are engaged in child labor, or 8 percent of all children in the region.<sup>(23)</sup> Seven Latin American countries received a rating of Significant Advancement in 2013: Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, and Peru—a group that includes several countries with high rates of economic growth. But not all have benefitted equally from economic growth in Latin America and the Caribbean. Indigenous, and, in some countries, afro-descendant populations, have had disproportionately high rates of poverty and child labor. <sup>(27, 28)</sup> Child migrants were also particularly at risk of child labor and were overrepresented in exploitative sectors, such as domestic service.<sup>(29)</sup> In 2013, many governments made the link between social exclusion and child labor, and pioneered or expanded their social protection efforts to address these issues. However, children in the region continue to engage in work, particularly in dangerous forms of agriculture and domestic service. There are gaps in labor inspection systems and programs for hard to reach populations, such as child domestic workers and children involved in agriculture and informal work. More efforts are needed to reduce barriers to school attendance and combat the use of children in illicit activities.

In 2013, governments expanded social protection programs that directly benefit child laborers and at-risk children. Belize, Bolivia, Brazil, Colombia, the Dominican Republic, and Ecuador enrolled more beneficiaries into conditional cash transfer programs that specifically aim to keep children enrolled in school and prevent them from engaging in hazardous occupations. Honduras's conditional cash transfer program, *Voucher 10,000*, which specifically targets indigenous and afro-descendant populations, added the reduction of child labor to its objectives. Brazil expanded three of its flagship anti-poverty programs—*Bolsa Família*, *Brasil Carinhoso*, and *Brasil sem Miséria*--and restructured its National Program to Eliminate Child Labor to prioritize assistance to the municipalities with the highest rates of child labor. The Paraguayan Government expanded the health and education program, *Programa Abrazo*, into regions with a high prevalence of child trafficking for the purposes of labor or sexual exploitation. Haiti made strides in promoting school attendance, enrolling over one million children by providing additional cash transfers and education assistance to families. Suriname continued to expand education programs for vulnerable populations, including by opening after-school programs for low-income children in more schools.

In addition, there were several promising legal developments in 2013 that demonstrate a growing commitment among governments to address child labor among the most vulnerable. Paraguay, Guyana, and Colombia ratified ILO Convention 189 Concerning Decent Work for Domestic Workers, which commits these Governments to ensure domestic workers have the same protections as other workers and to prevent worker abuse and child labor in domestic service.<sup>(30)</sup> Argentina enacted the Special Code on Contracting Domestic Workers, which regulates the employment of domestic workers in private homes and includes many provisions to protect children, including prohibiting work in domestic service for children who have not finished their secondary education. During the year, Brazil approved similar legislation that extends labor protections to domestic workers. Other notable gains were made in the Caribbean, with both Dominica and Saint Lucia ratifying the Palermo Protocol. Saint Lucia additionally ratified the UN CRC Optional Protocol on

the Sale of Children, Child Prostitution, and Child Pornography and the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict.

In 2013, many governments allocated a greater share of resources to strengthen labor law enforcement. Ecuador increased its budget for labor inspections by 42 percent, Brazil by 13 percent, Guatemala by 16 percent, and El Salvador by 13 percent, though Panama's child labor inspections budget decreased by 35 percent. Labor inspectorates in Chile, Ecuador, El Salvador, and Guatemala conducted more inspections than in the previous year, with both Chile and Guatemala increasing their inspections nearly threefold, although the quality of these inspections may vary. Another achievement was the provision of specialized training for law enforcement agencies to better address the worst forms of child labor. Sixteen of the 29 Latin American and Caribbean countries included in this report provided specialized training on child labor to labor inspectors in 2013, and 15 of 29 countries provided specialized training on child trafficking in 2013.

While these gains indicate progress toward the elimination of child labor, there are still systemic impediments to improvement. The increased resources that governments allocated toward labor law enforcement in 2013 were in response to an urgent need: over half of the Latin American and Caribbean countries covered in this report (15 out of 29 countries) had labor law enforcement agencies that devote insufficient resources or staff to child labor, and many other countries did not release enough publicly available information to determine the level of resources available to these agencies. In addition, nine countries have not enacted lists of hazardous occupations prohibited for children, including

Argentina, Barbados, Belize, Dominica, Haiti, Saint Kitts and Nevis, Suriname, Trinidad and Tobago, and Venezuela. In some countries, children turn to work because they face great barriers to receiving an education. For example, Brazilian, Colombian, and Haitian children cannot access primary or secondary schools in certain areas; Salvadoran children face gang violence in schools; Belizean children face school fees; and children in the Dominican Republic without required student identity documents have limited educational opportunities, which increases their vulnerability to labor exploitation.

Although governments expanded social protection programs that directly benefit child laborers and at-risk children, there are gaps in monitoring and evaluating such programs. Research showed that 23 of 29 countries had not evaluated the impact of social protection programs and policies on child labor and school attendance. Another frequent challenge was coordination among agencies at national and sub-national levels in implementing these programs or policies, with 13 countries found to have insufficient coordination mechanisms in place. Social programs may also be weak in targeting resources to the most vulnerable children. Thirteen countries in the region were found to have insufficient programs addressing the region's most common occupation for children: hazardous work in agriculture—work often undertaken by indigenous and afro-descendant children, particularly boys. Similarly, seven countries were found to have insufficient programs to address child domestic service, in which girls predominate. There were also insufficient efforts to address the use of children in illicit activities, including using children in gangs, particularly in border areas where children may be highly vulnerable to trafficking and labor exploitation by criminal elements.



## 2.2.4 Middle East and North Africa

### 2013 Regional Outlook: Middle-East and North Africa

#### Meaningful efforts:

- Strengthened legal and policy frameworks to reduce the worst forms of child labor and trafficking in persons.
- Expansion of social programs to address the root causes of child labor.

#### Challenges or existing gaps:

- Lack of adequate legal protections for children in hazardous labor.
- Lack of or weak intra-governmental coordination.
- Lack of research or current data on child labor.

In the Middle East and North Africa, 9.2 million children are engaged in child labor, which comprises 8 percent of all children in the region.<sup>(23)</sup> Tunisia became the first country in this region to receive an assessment of Significant Advancement for making several meaningful efforts to eliminate the worst forms of child labor.

In certain areas of the region, girls are more vulnerable to commercial sexual exploitation through the traditional institution of temporary marriages. In Morocco, thousands of girls have left their family homes to work in larger cities as child domestic workers. In Lebanon and Tunisia, girls may have been forced into domestic service as a result of being trafficked from foreign countries. Children in Iraq, the West Bank and the Gaza Strip, and Yemen continue to be used by armed groups as child soldiers.<sup>(31, 32)</sup> The ongoing conflict in Syria has caused more than two million Syrians, including many women and children, to seek refuge in neighboring countries in the region, including Jordan, Lebanon, and Iraq. Many of these children have ended up in situations of labor exploitation, working long hours in the informal and agricultural sectors.

Despite political instability, governments in the region made gains in addressing the worst forms of child labor through their adoption of legal and policy frameworks, including in basic education, and expansion of social programs. Tunisia and Egypt adopted new constitutions, significantly enhancing protections for children. Iraq and Yemen both made efforts against trafficking in persons by establishing new and improved anti-trafficking policies. In the West Bank and the Gaza Strip,<sup>3</sup> the Palestinian Authority established a National Committee on Child Labor. Some countries updated policies to expand education to children. Lebanon, Jordan, and Iraq worked closely with international agencies to meet the education needs of Syrian refugee children. Morocco changed its policies to extend access to education to migrant children and Iraq established new standards in education to reduce school drop-outs. With the support of the European Union, Egypt initiated a \$123 million Socio-Economic Development and Civil Society Support Program that included an \$81.5 million component to combat child labor.

However, the region's economic and political instability, including a lack of decent employment opportunities for youth and adults, have made children more vulnerable to child labor, particularly in agriculture, and to the worst forms of child labor as a result of trafficking. Countries in the region still lack sufficient legal protections for children, particularly those engaged in hazardous labor, and lack or have weak intra-governmental coordination mechanisms to combat child labor. In addition, there is insufficient current research and data on child labor to inform governments' policies and programs. Jordan and Lebanon's laws do not sufficiently protect children working in the informal sectors, especially in street work. Morocco's parliament continues to stall on passing legislation to protect child domestic workers, and domestic workers are not sufficiently protected in Egypt. Morocco and the West Bank and the Gaza Strip lack the legal framework to protect children from human trafficking. Algeria and Oman have not yet established a list of hazardous work prohibited to children. In addition, countries like Bahrain and Oman

<sup>3</sup> This report discusses only the efforts of the Palestinian Authority in the areas it controlled in 2013 and early 2014.

have yet to put in place coordinating mechanisms to address child labor. Finally, countries such as Bahrain, Oman, Tunisia, and Algeria lack accurate, up-to-date data on the nature and prevalence of child labor. Lack of current data, along with the continued regional instability, impedes governments' abilities to sufficiently promote and effectively implement child labor elimination efforts.

## 2.2.5 Sub-Saharan Africa

### 2013 Regional Outlook: Sub-Saharan Africa

#### Meaningful efforts:

- Improved legal and policy frameworks.
- Improved availability of data on the worst forms of child labor.
- Establishment and continued implementation of conditional cash transfer programs.

#### Challenges and existing gaps:

- Limited adoption of hazardous work lists across the region.
- Significant barriers to access education, including costs, limited numbers of schools, and lack of universal birth registrations.
- Limited or weak labor inspection systems.
- Insufficient social programs to address child labor.
- Continued use of children in armed conflict.

As a region, sub-Saharan Africa is home to 30 percent of the world's child laborers and has the largest number of children working in hazardous conditions. An estimated 59 million children ages 5-17 are engaged in child labor, or 21.4 percent of all children in the region.<sup>(33)</sup> During the year, Côte d'Ivoire, South Africa, and Uganda received an assessment of Significant Advancement for making several meaningful efforts to eliminate the worst forms of child labor.

During 2013, governments in sub-Saharan Africa made notable efforts to improve legal and policy frameworks related to child labor, increase the availability of data on the worst forms of child labor, and establish and continue implementation of cash transfer programs. However, children in the region continue to engage in dangerous forms of

agriculture and domestic service. More needs to be done to prevent and eliminate child labor in sub-Saharan Africa, including by reducing barriers to education, improving legislation and enforcement, and implementing social programs.

During the year, legal frameworks were strengthened in several countries, including in Somalia through ratification of ILO C. 182, in Cameroon and Zimbabwe with ratification of the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict, and in Zimbabwe through ratification of the Palermo Protocol. In addition, Angola amended the Penal Code to criminalize trafficking in persons; South Africa amended the Basic Conditions of Employment Act to include protections for children working without a contract; Nigeria's Kano State prohibited children begging on the street; Uganda prohibited child pornography; and the Democratic Republic of the Congo issued two directives that provide protections to children affected by armed conflict. Additionally, four sub-Saharan governments launched or expanded efforts to improve access to basic education. The Government of Malawi made education compulsory; Namibia eliminated the requirement that parents contribute to primary school development funds; Swaziland extended free education through grade five; and Zambia eliminated examination fees for grades seven and nine.

Several governments also adopted or updated lists of hazardous work prohibited for children. These governments include Burundi, Sao Tome and Principe, Tanzania, and Madagascar. To strengthen enforcement of child labor laws, seven governments—in Nigeria, Djibouti, Côte d'Ivoire, Tanzania, Swaziland, Zambia, and Namibia—increased their number of labor inspectors. The Government of Ethiopia also developed a labor inspection guide, which includes child labor issues.

In 2013, the Governments of Liberia, Democratic Republic of the Congo, Republic of Congo, Sierra Leone, Burundi, Togo, and Uganda took the important step of conducting child labor research and releasing child labor data. In addition, Nigeria, Rwanda, and Mozambique adopted national action plans to prevent and eliminate child labor, and the Government of

Côte d'Ivoire provided partial funding for its national action plan. During the reporting period, Governments in Comoros, Mauritania and Liberia also established new national committees to coordinate efforts to eliminate child labor and the Government of Malawi held its first ever Child Labor National Steering Committee meeting.

To help combat poverty and increase school enrollment, some countries implemented cash-transfer programs for children. During the year, Lesotho fully funded its Children's Grants Program; Gambia continued to operate a conditional cash transfer program that provides services to more than 1,000 children rescued from forced begging; and Senegal launched a new conditional cash transfer program that requires beneficiaries to keep their children in school. In addition, a study on the Tanzania Social Action Fund Conditional Cash Transfer Program reported an increase in child school enrollment and a reduction in forced child migration and child labor. Other notable cash transfer programs include Kenya's National Safety Net Program for Results, Ghana's Livelihood Empowerment against Poverty, Nigeria's National Poverty Eradication Program, South Africa's Child Support Grants and the Old Age Pension, and Mauritius' Social Aid and Income Support Programs.

Many countries in sub-Saharan Africa are making progress monitoring child labor and promoting efforts to address child labor at the local level. For instance, Malawi, Côte d'Ivoire, and Ghana operated child labor monitoring systems that enable communities to monitor, report on, and coordinate services for children in exploitative labor. At the local level, the Sodo town administration in Ethiopia enacted a directive that requires community members to report instances of child labor to the ward administration and includes small fines for those found using child laborers.

Despite the gains made in addressing child labor during the year, there is still an urgent need for governments to improve child labor legal frameworks and enforcement of existing child labor laws. Twelve countries have not yet ratified the Optional Protocol on the Involvement of Children in Armed Conflict; seven countries have not yet ratified the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; and eight countries have not yet ratified the Palermo Protocol. Additionally, over a third of countries in sub-Saharan Africa still do not have hazardous work lists, and

in many countries, labor laws do not cover all the sectors where children work.

Although there has been some progress in improving school enrollment, more needs to be done in the region to remove barriers to basic education. For instance, eight countries lack a compulsory education age, four of which are in Southern Africa. Sixteen countries also have compulsory education ages below the minimum age for employment. Many children are at risk of entering the workforce at a young age due to school fees and related costs, the limited number of schools, and physical and sexual violence in schools, especially in West Africa. In addition, in many countries in sub-Saharan Africa, children are not registered at birth and therefore do not have birth certificates. The lack of birth registration may be a barrier to enroll in school, graduate, or access social services for children if governments require birth certificates.

In 2013, only half of the region's labor law enforcement agencies, and approximately three-fourths of its criminal law enforcement agencies, took actions to combat child labor, including its worst forms. Most countries' enforcement bodies did not collect statistics on child labor and lacked resources and personnel, impeding efforts to identify and sanction child labor violations. In addition, although nearly three-fourths of countries in sub-Saharan Africa have established monitoring and coordinating mechanisms to manage government-wide efforts to combat child labor, less than half of these mechanisms took action in 2013.

Only a third of countries in Central Africa have national policies or action plans to address child labor, and national social protection policies and programs exist in only half of the countries in the region. Without social safety nets, vulnerable families may continue to rely on child labor to cope with the effects of poverty and economic shocks. In addition, although many countries in sub-Saharan Africa have developed social programs to address the worst forms of child labor, none of them is sufficient to address the child labor problem.

The Democratic Republic of the Congo and Eritrea received an assessment of No Advancement as a result of government complicity in forced child labor. In the

Democratic Republic of the Congo, some elements of the Congolese National Army continued to abduct and forcibly recruit children for use in armed conflict and for labor and sexual exploitation. The Government of Eritrea required children to participate in a national program called Maetot, under which some children in grades nine through eleven engaged in agricultural, environmental, or hygiene-related public works projects for varying amounts of time during their annual summer holidays from school.

Children remain in Government armed forces in Somalia, and Government armed forces of South Sudan recruited and used children in combat. Rwanda and Mali also provided support to armed groups that used and recruited children for armed conflict. In the case of Rwanda, some children were forcibly recruited.

Although many countries in sub-Saharan Africa have implemented some of the suggested actions for the elimination of the worst forms of child labor from USDOL's report last year, there is still much to be done. There is a pressing need for governments to increase their efforts to effectively protect children from exploitation by establishing social protection policies and programs, ceasing the use of children in armed conflict, and making improvements in legislation, access to education, and enforcement of child labor laws.

## **2.3 CONCLUSION: REDUCING INEQUALITY AND ADVANCING OPPORTUNITY FOR CHILDREN**

Every year since 2002, the ILO, and others who have committed to ending child labor, observe June 12 as a day of action to remind the world that child labor remains a serious problem. This year's World Day Against Child Labor was the first to highlight social protection as a tool for action: "Extend Social Protection. Combat Child Labor." Previous World Day events have shined a light on the sectors and conditions in which children work.

Making social protection the focus of World Day was meant to emphasize the importance of ILO Recommendation 202 Concerning National Floors of Social Protection and complement the ILO's recently

released "World Social Protection Report 2014/15: Building economic recovery, inclusive development and social justice." At the center of both the the Recommendation and Report is an express call for government action, based on the fundamental understanding that children are in large part driven into the worst forms of child labor as a result of poverty and related economic shocks.(34-36)

Without social safety nets to help respond to such economic hardship, families that do not have sufficient means to meet their daily needs for survival and households that face unexpected, sudden losses of income, including due to death or illness in the family, droughts that yield higher food prices, or natural disasters, are more likely to resort to child labor.(37) The new ILO Report concludes that social protection programs, such as cash and in-kind transfers, housing assistance, food and nutrition initiatives, health and maternity benefits, public employment programs, disability and unemployment protection, and income security in old age, are important in alleviating economic vulnerabilities, reducing inequality, and breaking the cycle of poverty, all of which make children more vulnerable to child labor.(34)

The new ILO Report finds, however, that social protection coverage for more than 70 percent of the world's population is not adequate. In particular, in low-income countries with large populations, social protection schemes are insufficient to meet the needs of children and families; when child and family benefit programs do exist, only small groups of the population are covered. Governments, in general, are contracting public expenditures for social protections.(34) The ILO Report strongly asserts that, with significant reductions in number of child laborers over the past decade, the ultimate goal of elimination of child labor, and much work yet to be done to reach that goal, now is not the time to shrink investments in social protection.(34)

The promise of advancing opportunity for all must be matched with concrete commitments to give children the best environment to prosper. As the new ILO Report helps document, when children are given a better life, economies grow and nations prosper; robust social protection is thus a strategic investment in the present that helps create opportunities for a brighter future.(34)







Tanjungtiram, North Sumatra, Indonesia

# Part 3 The U.S. Experience

The experience of USDOL teaches us in the United States that preventing exploitation of children in the worst forms of child labor requires ongoing effort and vigilance. USDOL is the sole federal agency that monitors child labor and enforces child labor laws. The most sweeping federal law that restricts the employment of child workers is the Fair Labor Standards Act (FLSA), enforced by USDOL's Wage and Hour Division (WHD). In addition, the Occupational Safety and Health Act and related regulations, enforced by USDOL's Occupational Safety and Health Administration (OSHA), apply to all employees regardless of age. WHD and OSHA have an active referral process in place for cases involving children under age 18, and the enforcement staffs of the respective agencies have worked collaboratively on a number of investigations.

The FLSA sets a minimum age of 14 for most employment in non-hazardous, non-agricultural industries, but it limits the times of day and the number of hours that 14 and 15-year-olds may work and the tasks that they may perform. The FLSA establishes an 18-year minimum age for nonagricultural occupations that the Secretary of Labor declares to be particularly hazardous or detrimental to children's health or well-being. There are currently 17 Hazardous Occupation Orders (HOs), which include a partial or total ban on work for minors in the occupations or industries they cover. Despite these restrictions and limitations, in 2012, there were 10 fatal occupational injuries among children ages 16-17, and 19 fatal occupational injuries among children below age 16 in the United States.<sup>(38)</sup>

WHD is committed to ensuring that the FLSA is strictly enforced. Every investigation carried out by WHD investigators includes looking for violations of the FLSA's child labor provisions. Complaints from the public about child labor, although not numerous, are given the highest priority within the agency. In Fiscal Year 2013, WHD concluded 704 cases where child labor violations were found. In 276 cases,

violations of Hazardous Occupations orders were found, with 520 minors employed in violation of the HOs.

Children are permitted under the FLSA to work at a younger age in agriculture than in other sectors. For example, the FLSA allows child farm workers ages 14 and 15 and all children working on farms owned or operated by their parents, regardless of their age, to perform farm work.

Non-governmental organizations (NGOs) and the ILO Committee of Experts have expressed concern about U.S. law on agricultural occupations permissible for children. In particular, a 2014 report from the NGO Human Rights Watch documents the exposure of children working in the U.S. tobacco industry to nicotine, toxic pesticides, and other dangers.<sup>(39)</sup>

In the last three years, WHD has concluded over 250 cases involving tobacco growers, resulting in more than \$380,000 in back wages for over 500 workers, and assessed \$575,852 in civil money penalties. WHD found violations of labor laws in over 70 percent of these investigations. In every one of the investigations, WHD looked for child labor violations. In addition, to maximize the likelihood of finding child labor violations, investigations are generally conducted during the suckering and harvesting portion of the tobacco season, when minors are more likely to be present.

WHD conducts extensive outreach and education to worker and employer organizations in agriculture. At the national level, WHD works with organizations such as Farm Worker Justice and the National Center for Farm Worker Health. In North Carolina, WHD regularly communicates with employee organizations, such as the Farm Labor Organizing Committee, Telemon, Inc. (a U.S. Department of Labor National

Farmworker Jobs Program grantee) and Western North Carolina Worker Center, to hear concerns and train staff so that they can provide effective referrals to WHD. In addition, WHD works closely with the Mexican Consulate in Raleigh to reach farm workers.

Based on feedback from the stakeholder community, WHD has developed new materials in English and Spanish to help agricultural employers and workers better understand their responsibilities and rights. A new video and a new booklet for employers provide simple and comprehensive information on the laws and requirements governing agricultural employment, covering topics including wages, housing, transportation and field sanitation.<sup>(40, 41)</sup> WHD is also releasing a revised pocket card for agricultural workers that informs them of their rights and provides information on how to file a complaint with WHD if they believe these rights have been violated.<sup>(42)</sup>

WHD is also reaching out to agricultural growers so that they understand their responsibilities and obligations under the law. For example, in the last year alone, WHD reached over 2,000 tobacco growers through outreach events. WHD has participated in several meetings of the Farm Labor Practices Group (FLPG), which brings together key stakeholders from industry (including farmers/growers, manufacturers and others who sell agricultural products to consumers), government and non-governmental organizations to engage in constructive dialogue about farm labor practices in North Carolina.

Through WHD's affiliation with the FLPG, WHD has developed relationships with members of the tobacco industry. Those relationships helped to secure an agreement with Phillip Morris International to independently distribute WHD's agriculture-related compliance assistance/outreach materials to all of their contracted tobacco growers in North Carolina, Kentucky, Virginia, South Carolina and Tennessee. Philip Morris International is scheduled to provide this information to their growers during their farm visits in the tobacco off-season.

In addition to WHD's outreach efforts in the agricultural sector, the National Institute for Occupational Safety and Health (NIOSH) produces *Are You a Teen Worker?* (available at <http://www.cdc.gov/niosh/docs/2012-130/pdfs/2012-130.pdf>) to educate children and young workers about their rights and other resources on child and young worker safety and health for a variety of audiences. (See <http://www.cdc.gov/niosh/topics/youth/>.) For example, NIOSH, in partnership with the National Children's Center for Rural and Agricultural Health and Safety, developed the North American Guidelines for Children's Agricultural Tasks (NAGCAT). The NAGCAT provides information on children's physical, mental, and psychosocial abilities in relation to the requirements of specific types of farm work and has been effective in reducing child agricultural injuries.<sup>(43)</sup> In addition, the Department of Education's Migrant Education Program works to ensure that migrant children who move from one state to another are not penalized by disparities among states in curriculum, graduation requirements, state academic content, or student academic achievement standards. The program provides services to migrant children such as remedial and compensatory instruction, bilingual and multicultural instruction, vocational instruction, career education services, counseling, testing, health services and preschool care.<sup>(44)</sup>

Beyond agriculture, WHD's YouthRules! Website is an online child labor information portal targeting all teenaged workers with enhanced navigation, multimedia content, social media linkages, and a new "Young Worker Toolkit" of teen-friendly resources. The site has been reorganized to make useful information, like the hours teens can work and the jobs they can hold, easier to find. The site maintains links to compliance assistance materials for employers, parents, and educators. It also has links to important worker resources, including information on filing legal complaints, federal and state child labor laws, federal and state labor offices, and links to other USDOL and government-wide sites with information for children and young workers. A WHD toll-free helpline is also available (866-4US-WAGE or 487-9243) to provide information about child labor laws.





Gravel quarry, Orissa, India





Misarara coffee plantation, Kiambu Province, Kenya

# Part 4 Reference Materials

## 4.1 Children's Work and Education Statistics: Sources and Definitions

Approximately 120 country profiles in this report include a statistical table (Table 1. Statistics on Children's Work and Education) with data on the percent of working children, school attendance rate, percent of children who combine school and work, and/or primary completion rate. For a smaller set of profiles, the percent of children who work by sector is provided in a chart in each profile.

This section provides definitions and describes the sources for these data. This section also discusses some of the strengths and weaknesses of these data. While in a few cases more current sources of data may be available than those used here, the report uses the most reliable, standardized sources available to date to allow for cross-country comparisons. Because reliable child labor surveys are not available for many countries, USDOL uses statistics in some cases that are more than 10 years old (data from 2000) as of the writing of this report. In the event that data did not exist from the sources described below, no other reliable and publicly available source of data exists for a country, or data exists but had not been analyzed to allow for cross-country comparisons, the report concludes that the statistics are "unavailable."

### Working Children (Children in Employment)

Many of the statistical tables in the country profiles in this report present data on the percentage and number of children in employment (working children) in the country in question. Data presented in the current report may differ from data that were presented in previous reports because more updated data have become available.

### Definition

Children in employment or working children are those engaged in any economic activity for at least one hour during the reference period. Economic activity includes market production and certain types of non-market production (principally the production of goods and services for own use). The work children perform may be in the formal or informal economy, inside or outside family settings, for pay or profit. This includes children working in domestic service outside the child's own household for an employer (paid or unpaid). This definition is in accordance with the *Resolution Concerning Statistics of Child Labour (Resolution II)* adopted by the 18th International Conference of Labour Statisticians (ICLS) in 2008 and the report, *Marking Progress against Child Labour*, published by the ILO in 2013.(23, 45)

### Children in Employment versus Child Labor

This report presents statistics on working children rather than children involved in child labor. The definition of working children does not vary among countries. For this reason, statistics on working children are comparable across countries. In contrast, child labor statistics are based on national legislation, including, for example, the minimum age for work. The minimum age for work and other child labor standards vary from country to country. For that reason, child labor data are not comparable across countries.

### Data Sources and Limitations

Data are from UCW project analysis of primarily four survey types: (1) ILO's SIMPOC surveys; (2) UNICEF's Multiple Indicator Cluster Surveys (MICS); (3) World Bank-sponsored surveys, including Living Standards Measurement Surveys (LSMS), Priority Surveys, and others; and (4) other types of survey instruments including Labor Force Surveys (LFS) and Demographic and Health Surveys (DHS).(46, 47) The first three survey

programs are commonly recognized as being the primary sources for data on children's work and child labor and, therefore, generally received priority over all other available data sources.<sup>(48)</sup>

According to UCW researchers, typical surveys on children's work do not collect enough detailed information on children's activities to accurately measure economic activity.<sup>(49)</sup> This sentiment was echoed in December 2008 at the 18th ILO International Conference of Labor Statisticians. A resolution was adopted at the conference that provides guidelines for governments on collecting child labor data. Specifically, the guidance indicates that countries may choose to use a broad framework to measure children's work and child labor that encompasses unpaid household services or that countries may use a narrower definition of children's work that excludes such services, as long as the definition used is clearly specified.<sup>(50)</sup> This resolution is contributing to the collection of more comparable data on children's involvement in non-market activities.

In analyzing the data from the above-mentioned surveys, UCW attempted to apply a standard definition of children's work. Although UNICEF MICS and ILO SIMPOC reports, for example, each use a different definition of work (as of the writing of this report, MICS survey reports include household chores in their definition of work, while SIMPOC reports do not.), to the extent possible UCW applied a common definition of work to the micro-data described. To date, this has resulted in the individual analysis of more than 105 data sets. While every attempt was made to present a standardized child work statistic, there are differences across surveys that have the potential to affect the comparability of statistics across countries. Some of these differences are explained in greater detail here but in general include differing age groups, questionnaire content and wording, purpose of the survey, sample design, non-sampling errors, and year of data collection.

In general, data are presented for children ages 5-14, but some of the profiles present a work statistic for

children ages 6-14, 7-14, or 10-14, depending on the age categories used in the original survey. The wording of work-related questions may also impact results. For example, the question on work in these surveys usually refers to work in the past 7 days; however, some surveys may refer to work activities in the past 12 months and are therefore likely to capture a higher proportion of working children than surveys with 7 day timeframes. The purpose of the survey—whether the survey is designed specifically to measure children's work and child labor (SIMPOC surveys) or to measure the impact of poverty reduction programs (World Bank's LSMS)—may affect estimates of children's work. In addition, sample design may impact survey results. For example, children's work is often geographically clustered, and SIMPOC surveys are designed to capture children's work in such geographic areas. As a result, estimates of working children based on SIMPOC data are typically higher when compared to estimates based on LSMS surveys, which do not use the same sample design.<sup>(51)</sup> The ILO and UCW continue to investigate the effects of these survey differences on estimates of children's work.

As noted, some country profiles also include the sector in which children reportedly work. For some surveys, sector of work was not reported by the entire sample of working children. Therefore, the distribution of children working by sector (i.e., agriculture, industry, and services) represents children with non-missing data for sector of work. For more information on the sectors of work reported in the chart, see section 1.5.2.2 of the Introduction.

### **Percent of Children Attending School**

The percentage of children attending school is the share of all children within a specified age group that reported attending school. The UCW project data described above in the section "Working Children" are used to develop country-specific school attendance statistics. To be consistent with estimates of child work, the age group for which attendance statistics are calculated for children is generally ages 5-14 years. In some cases, however, different age categories are used, usually ranging from ages 6-14 years or 7-14 years.



### Percent of Children Combining School and Work

The percentage of children who combine school and work is the share of all children within a specified age group reporting both working and attending school. The UCW project data described above in the section “Working Children” are used to develop country-specific statistics on children combining school and work. The age group for which these statistics are calculated is usually for children ages 7-14 years.

### Primary Completion Rate

This report uses the “gross intake ratio in the last grade of primary” as a proxy measure for primary completion. This ratio is the total number of new entrants in the last grade of primary education, regardless of age, expressed as a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to the last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades.

Unlike the other statistics presented in the country data tables, which are all based on UCW analysis as described above, the primary completion rate data is from the UNESCO Institute for Statistics. The data were downloaded on February 10, 2014, and are available at: <http://www.uis.unesco.org/Pages/default.aspx?SPSLanguage=EN>. For more information on this statistic, please see the UNESCO Institute for Statistics Glossary at <http://glossary.uis.unesco.org/glossary/en/home>.

## 4.2 Glossary of Terms

### Basic Education

Basic education comprises both formal schooling (primary and sometimes lower secondary), as well as a wide variety of non-formal and informal public and private educational activities offered to meet the defined basic learning needs of groups of people of all ages.

**Source:** UNESCO, *Education for All: Year 2000 Assessment: Glossary* [CD-ROM]. Paris; 2001.

### Bonded Labor

Bonded labor or debt bondage is “the status or condition arising from a pledge by a debtor of his personal services or those

of a person under his control as security for a debt if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined,” as defined in the UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956).

Bonded labor typically occurs when a person who needs a loan and has no security to offer pledges his/her labor, or that of someone under his/her control, as a security for a loan. In some cases, the interest on the loan may be so high that it cannot be paid. In others, it may be deemed that the bonded individual’s work repays the interest on the loan but not the principal. Thus, the loan is inherited and perpetuated, and becomes an inter-generational debt.

Bonded labor is identified as one of the worst forms of child labor in ILO C. 182.

**Source:** United Nations, *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*. (September 7, 1956); <http://www.ilo.org/public/english/comp/child/standards/supcons.htm>. See also U.S. Department of Labor, *By the Sweat and Toil of Children, Vol. I: The Use of Child Labor in U.S. Manufactured and Mined Imports*. Washington, DC; 1994, 18. See also ILO-IPEC. *Child Labour: A Textbook for University Students, Appendix 2: Glossary*. Geneva; 2004, 287. See also ILO Convention No. 182, *Worst Forms of Child Labor*, 1999; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

### Categorical Worst Forms of Child Labor

For the purposes of this report, categorical worst forms of child labor refers to child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182. This category does not include the worst forms of child labor as defined under Article 3(d). See “ILO Convention 182: Worst Forms of Child Labor.”

**Source:** ILO Convention No. 182, *Worst Forms of Child Labour*, (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## Child

A person less than 18 years of age.

**Source:** ILO Convention No. 182, *Worst Forms of Child Labour*, (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## Child Domestic Worker

Child domestic workers or domestics are children who work in third party private households under an employment relationship. Child domestic workers engage in a variety of tasks, including cleaning, cooking, gardening, collecting water, and caring for children and the elderly. Child domestic workers sometimes have live-in arrangements, whereby they live in their employer's household and work in exchange for room, board, and sometimes education. Child domestic workers are vulnerable to the worst forms of child labor, including sexual, physical, and verbal abuse, in large part because they often depend on their employers for basic needs and work in locations hidden from public view.

**Source:** ILO Convention 189, *Decent Work for Domestic Workers*, (2011); <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also ILO, *Ending Child Labour in Domestic Work and Protecting Young Workers from Abusive Working Conditions*. Geneva; 2013, 1, 3.

## Child Labor

Children in child labor are a subset of children in employment. It includes employment below the minimum age as established in national legislation (excluding permissible light work) and the worst forms of child labor, including hazardous unpaid household services. Child labor is thus a narrower concept than children in employment, as child labor excludes children who work only a few hours a week in permitted light work and those who are above the minimum age who engage in work not classified as a worst form of child labor.

**Source:** ILO, *Marking Progress against Child Labour: Global Estimates and Trends 2000-2012*. Geneva, 2013; [http://www.ilo.org/ipecc/Informationresources/WCMS\\_221513/lang-en/index.htm](http://www.ilo.org/ipecc/Informationresources/WCMS_221513/lang-en/index.htm). See also ILO. *Resolution II: Resolution Concerning Statistics of Child Labour*. 18th International Conference of Labor Statisticians, Geneva, 2008; <http://www.ilo.org/wcmsp5/>

[groups/public/---dgreports/---stat/documents/normativeinstrument/wcms\\_112458.pdf](http://www.ilo.org/public/---dgreports/---stat/documents/normativeinstrument/wcms_112458.pdf).

## Child Labor Elimination Projects

Since 1995, DOL has funded 278 projects in 94 countries. ILAB currently oversees over \$225 million of active programming to combat exploitative child labor. To date, DOL-funded child labor elimination projects have rescued approximately 1.7 million children from exploitative child labor.

**Source:** U.S. Department of Labor, Bureau of International Labor Affairs, *International Technical Cooperation*, [online]; <http://www.dol.gov/ilab/issues/child-labor/>.

## Commercial Sexual Exploitation of Children

Based on the 1996 Declaration and Agenda for Action of the First World Congress against the Commercial Sexual Exploitation of Children, commercial sexual exploitation of children (CSEC) is defined as “sexual abuse by the adult and remuneration in cash or kind to the child or third person or persons.” The remuneration dynamic distinguishes CSEC from the sexual abuse of a child where commercial gain is absent, although sexual exploitation is also abuse. CSEC includes—

- Prostitution in the streets or indoors, in such places as brothels, discotheques, massage parlors, bars, hotels, and restaurants, among others;
- Child sex tourism;
- The production, promotion, and distribution of pornography involving children;
- The use of children in sex shows (public or private).

ILO C. 182 prohibits the sale and trafficking of children and the use, procuring, or offering of a child for prostitution for the production of pornography or for pornographic performances.

**Source:** *Declaration and Agenda for Action of the First World Congress against the Commercial Sexual Exploitation of Children*, Stockholm, August 27-31, 1996; [http://www.csecworldcongress.org/PDF/en/Stockholm/Outome\\_documents/Stockholm%20Declaration%201996\\_EN.pdf](http://www.csecworldcongress.org/PDF/en/Stockholm/Outome_documents/Stockholm%20Declaration%201996_EN.pdf). See also UNICEF, *Child Protection Information Sheet: Commercial Sexual Exploitation* (May 2006); [http://www.unicef.org/protection/files/Sexual\\_Exploitation.pdf](http://www.unicef.org/protection/files/Sexual_Exploitation.pdf). See also ECPAT International, *CSEC Definitions*;

<http://www.ecpat.net/eng/CSEC/definitions/csec.htm>. See also ILO Convention No. 182, *Worst Forms of Child Labor*, (1999); <http://www.ilo.org/public/english/standards/ipecc/ratification/convention/text.htm>. Additional definitional aspects above provided by ILO-IPEC.

### Compulsory Education

Compulsory education refers to the number of years or the age span during which children and youth are legally obliged to attend school.

**Source:** UNESCO, *Education for All: Year 2000 Assessment: Glossary* [CD-ROM]. Paris; 2001.

### Convention on the Rights of the Child

The Convention on the Rights of the Child spells out basic rights of children, such as the right to survival; to develop to the fullest; to protection from harmful influences, abuse, and exploitation; and to participate fully in family, cultural, and social life. The Convention protects children's rights by setting standards in health care, education and legal, civil, and social services. According to Article 32 of the Convention, children have the right "to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral, or social development."

**Source:** *UN Convention on the Rights of the Child*; <http://www2.ohchr.org/english/>.

### Education for All

In 1990, delegates from more than 155 countries convened in Jomtien, Thailand, to create strategies for addressing the issues of education, literacy, and poverty reduction. Using the Universal Declaration of Human Rights as a basis for their work, participants established a set of goals to provide all children, especially girls, with the right to an education and to improve adult literacy around the world. The result was the World Declaration on Education for All (EFA). This declaration called for countries, by the end of the decade, to meet the basic learning needs of all children and adults, provide universal access to education for all, create equity in education for women and other underserved groups, focus on actual learning acquisition, broaden the types of educational opportunities available to people, and create better learning environments for students.

In April 2000, delegates gathered again for the World Education Forum in Dakar, Senegal. After reviewing the data gathered, it was clear that much more progress would be needed to achieve EFA. These delegates, from 164 countries, adopted the Dakar Framework for Action and renewed and strengthened their commitment to the achievement of quality basic education for all by the year 2015. The World Education Forum adopted six major goals for education to be achieved within 15 years, including the attainment of Universal Primary Education and gender equality, improving literacy and educational quality, and increasing life-skills and early childhood education programs.

**Source:** UNESCO, *The World Conference on Education for All*, Jomtien, Thailand, 1990, [conference proceedings]; [http://www.unesco.org/education/efa/ed\\_for\\_all/background/world\\_conference\\_jomtien.shtml](http://www.unesco.org/education/efa/ed_for_all/background/world_conference_jomtien.shtml). See also UNESCO, *World Education Forum*, Dakar, Senegal, 2000, [conference proceedings]; [http://www.unesco.org/education/efa/wef\\_2000/index.shtml](http://www.unesco.org/education/efa/wef_2000/index.shtml). See also UNESCO, *Education for All: Meeting Our Collective Commitments*, Text adopted by the World Education Forum Dakar, Senegal, April 26-28, 2000; [http://www.unesco.org/education/efa/ed\\_for\\_all/dakfram\\_eng.shtml](http://www.unesco.org/education/efa/ed_for_all/dakfram_eng.shtml).

### Forced Labor

Forced labor is defined in ILO Convention 29 as "all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily." In practice, it is the enslavement of workers through the threat or use of coercion, and it is primarily found among the most economically vulnerable members of society.

Forced or compulsory labor is identified as one of the worst forms of child labor in ILO Convention 182.

**Source:** ILO Convention 29, *Forced Labour*, (1930); <http://www.ilo.org/public/english/dialogue/actrav/enviro/backgrnd/ilohrcon.htm>. See also ILO Convention 182, *Worst Forms of Child Labour*, (1999); <http://www.ilo.org/public/english/standards/ipecc/ratification/convention/text.htm>.

## Formal Education

The system of formalized transmission of knowledge and values operating within a given society usually provided through state-sponsored schools.

**Source:** ILO-IPEC, *Child Labour: A Textbook for University Students*, Appendix 2: Glossary, 288, Geneva, 2004.

## Hazardous Work

Article 3(d) of ILO C. 182 provides a general definition of what is commonly referred to as “hazardous child labor:” “work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.” Under Article 4(1), the work referred to under Article 3(d) is to be determined by the laws, regulations, or competent authority of the country involved, and after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards.

**Source:** ILO Convention No. 182, *Worst Forms of Child Labour*, 1999; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## ILO Convention 138: Minimum Age for Admission to Employment

ILO Convention 138 (ILO C. 138) was adopted in 1973 and serves as the principal ILO standard on child labor. Under Article 2(3) of ILO C. 138, Minimum Age for Admission to Employment, the minimum age of admission into employment or work in any occupation “shall not be less than the age of completion of compulsory schooling, and, in any case, shall not be less than fifteen.” Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the convention. Additionally, under Article 7(1), “National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work....” Countries that specify a minimum legal working age of 14 years may permit light work for persons ages 12-14 years.

**Source:** ILO Convention No. 138, *Minimum Age for Admission to Employment*, 1973; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## ILO Convention 182: Worst Forms of Child Labor

ILO Convention 182 (ILO C. 182) was adopted in 1999. It commits ratifying nations to take immediate action to secure the prohibition and elimination of the worst forms of child labor. Under Article 3 of the Convention, the worst forms of child labor comprise—

- (a) All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- (b) The use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes;
- (c) The use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- (d) Work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.

Among other actions, ILO C. 182 requires ratifying nations to remove children from abusive child labor and provide them with rehabilitation, social reintegration, and access to free basic education and vocational training; consult with employer and worker organizations to create appropriate mechanisms to monitor implementation of the Convention; take into account the special vulnerability of girls; and provide assistance and/or cooperate with efforts of other members to implement the Convention.

**Source:** ILO Convention No. 182, *Worst Forms of Child Labour*, 1999; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## ILO-IPEC: International Program on the Elimination of Child Labor

In 1992, ILO created IPEC to work toward the progressive elimination of child labor by strengthening national capacities to address child labor problems, and by creating a worldwide movement to combat it. Although ILO-IPEC aims to address all forms of child labor, its focus is on the elimination of the worst forms of child labor.



Countries participating in ILO-IPEC usually sign a MOU outlining the development and implementation of ILO-IPEC activities and the efforts to be undertaken by governments to progressively eradicate child labor. ILO-IPEC National Program Steering Committees are then established with the participation of governments, industry and labor representatives, and experienced NGOs. ILO-IPEC provides technical assistance to governments, but most of the direct action programs for children are carried out by local NGOs and workers' and employers' organizations. ILO-IPEC activities include awareness raising about child labor problems; capacity building for government agencies and statistical organizations; advice and support for direct action projects to withdraw working children from the workplace; and assistance to governments in drawing up national policies and legislation.

**Source:** ILO-IPEC, *What is IPEC: IPEC at a Glance*; <http://www.ilo.org/public/english/standards/ippec/about/implementation/ippec.htm>. See also ILO, *IPEC Action against Child Labour: Highlights 2006*, Geneva, February 2007, 10 and 29; [http://www.ilo.org/loroot/docstore/ippec/prod/eng/20070228\\_Implementationreport\\_en\\_Web.pdf](http://www.ilo.org/loroot/docstore/ippec/prod/eng/20070228_Implementationreport_en_Web.pdf). See also *IPEC's Strategy to Eliminate Child Labour*; [http://www.ilo.org/public/english/standards/ippec/publ/download/factsheets/fs\\_ippecstrategy\\_0303.pdf](http://www.ilo.org/public/english/standards/ippec/publ/download/factsheets/fs_ippecstrategy_0303.pdf). See also U.S. Department of Labor, Bureau of International Labor Affairs, *International Technical Cooperation*, [online]; <http://www.dol.gov/ilab/programs/ocft/icltc.htm>.

### **ILO Recommendation 190: Worst Forms of Child Labor**

ILO Recommendation 190 (ILO R. 190) supplements the provisions of ILO C. 182 and provides guidance to ratifying countries regarding its implementation. The Recommendation describes populations in need of specific attention regarding the worst forms of child labor, such as girls and children involved in hidden forms of work. It further provides guidelines to assist countries in determining the kinds of hazardous work that should be considered worst forms and thus prohibited to children. Finally, Recommendation 190 provides guidance regarding specific steps countries that have ratified ILO C. 182 should take in order to combat the worst forms of child labor, such as the collection and exchange of data on both the problem and best practices to address it; passage and enforcement of laws that penalize violations with criminal penalties; awareness raising about the problem; establishment of policies against the worst forms of child labor; and

international cooperation through technical, legal, and other forms of assistance.

**Source:** ILO Recommendation 190, *Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor* (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

### **Informal Sector**

While the concept of the informal sector was introduced into international usage in the 1970s, it was only in 1993 at the 15th International Conference of Labor Statisticians that an internationally-recognized definition for data collection was established, delineating the informal sector as unincorporated, small and/or unregistered enterprises, and the employees of those enterprises. An enterprise is unincorporated if no complete set of accounts are available that would permit a financial separation of the activities of the enterprise from that of its owner(s), and it produces marketable goods or services. The registration and size criteria are determined according to national circumstances and legislation, which provides a degree of flexibility in identifying the informal sector from country to country. However, all interpretations of this sector share the notion of enterprises whose activities are not covered or are insufficiently covered by law or whose activities are not covered by law in practice, meaning that the relevant law is not applied or enforced. Workers in such enterprises often lack the benefits of regular, stable, and protected employment. Because employers in the informal sector are generally not held accountable for complying with labor protections, including occupational safety measures, children who work in "hazardous" or "ultra-hazardous" informal settings likely face increased risk of injury. In addition, because businesses in the informal sector are not usually included in official statistics, children working in informal sector enterprises may not be counted in labor force activity rates.

**Source:** ILO, *Women and Men in the Informal Economy: A Statistical Picture*, [online] 2002; <http://www.ilo.org/dyn/infoecon/docs/441/F596332090/women%20and%20men%20stat%20picture.pdf>. ILO, *Measuring informality: a Statistical Manual on the informal sector and informal employment*, [online] 2012; [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms\\_182300.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_182300.pdf).

### **Light Work**

This report uses the definition of light work as established in ILO C. 138, Minimum Age for Admission to Employment. Under Article 7(1) of the convention, “National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work which is—(a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.” Countries that have specified a minimum legal working age of 14 years may permit the employment or work of persons 12 to 14 years of age on light work as defined in Article 7(1).

**Source:** ILO Convention No. 138, *Minimum Age for Employment*, (1973), Article 3; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

### **Minimum Age of Work**

The minimum age of work is the age at which a child can enter into work. ILO C. 138 states that the minimum age for admission to employment should not be less than the age of completion of compulsory schooling and should not be less than 15 years (14 for developing countries).

**Source:** ILO-IPEC, *Child Labour: A Textbook for University Students*, Appendix 2: Glossary, 290, Geneva 2004.

### **Non-formal Education**

Any organized educational activity outside the established formal school system—whether operating separately or as an important feature of some broader activity—that is intended to serve identifiable learning objectives. Non-formal or transitional education programs can enable former child workers to “catch up” or be “mainstreamed” with their peers who began their schooling at the appropriate age.

**Source:** ILO-IPEC, *Child Labour: A Textbook for University Students*, Appendix 2: Glossary, 290, Geneva; 2004.

### **Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict**

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the involvement of children in armed conflict, which is a worst form of child labor per ILO C.182, Article 3(a).

**Source:** Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict; <http://www2.ohchr.org/english/law/crc-conflict.htm>.

### **Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography**

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the commercial sexual exploitation of children, which is a worst form of child labor per ILO C. 182, Article 3(b).

**Source:** Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography; <http://www2.ohchr.org/english/law/crc-sale.htm>.

### **Poverty Reduction Strategy Paper**

A Poverty Reduction Strategy Paper (PRSP) is a document written by the government of a developing country with the participation of civil society to serve as the basis for concessional lending from the World Bank and IMF, as well as debt relief under the World Bank’s Highly Indebted Poor Countries Initiative. A PRSP should measure poverty in the country, identify goals for reducing poverty, and create a spending and policy program for reaching those goals. A PRSP should also ensure that a country’s macroeconomic, structural, and social policies are consistent with the objectives of poverty reduction and social development. A new PRSP must be written every three years in order to continue receiving assistance from International Financial Institutions such as the World Bank.

**Source:** World Bank, *Overview of Poverty Reduction Strategies*, [online]; <http://www.worldbank.org/poverty/strategies/overview.htm>.

## Primary Education

Primary education, sometimes called elementary education, refers to school usually beginning at 5 or 7 years of age and covering about six years of full-time schooling. In countries with compulsory education laws, primary education generally constitutes the first (and sometimes only) cycle of compulsory education.

**Source:** UNESCO, *Education for All: Year 2000 Assessment: Glossary* [CD-ROM]. Paris; 2001.

## Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol)

The Palermo Protocol, as the protocol supplementing the United Nations Convention against Transnational Organized Crime is commonly known, covers trafficking of children, also delineated as a worst form under ILO C. 182, Article 3(a).

**Source:** UNODC, *United Nations Convention against Transnational Organized Crime and the Protocols Thereto*, 2004, 41; <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>.

## Ratification

Ratification is a serious undertaking by a State formally accepting the terms of an international agreement, thereby becoming legally bound to apply it. Other ways of becoming bound to an international agreement include acceptance, approval, accession, signature, or an exchange of notes.

In order to ratify an agreement, a country must, if necessary, adopt new laws and regulations or modify the existing legislation and practice to support the agreement, and formally deposit the instruments of ratification with the appropriate depositary. (In the case of ILO Conventions, ratifications must be registered with the Director-General of the ILO International Labor Office.)

For certain international agreements that require ratification, signing an agreement or enacting an agreement into domestic law by Congress, or a similar state organ, does not mean that the international agreement has been ratified. Signing an international agreement serves as a preliminary endorsement, albeit a formality, as signatories are not bound by the terms of the international agreement or in any way committed to proceed to the final step of ratification. However, a signatory

is obliged to refrain from acts which would defeat the object and purpose of the international agreement, unless it makes its intention not to become a party to the international agreement clear. Similarly, appropriate state entities may signal approval of an international agreement, but that is only one of the requisite steps on the path toward official ratification. The final step requires that the instruments of ratification be submitted to the depositary.

In the case of ILO conventions, ILO procedures provide the option to ratify or not ratify a convention, but do not include the option to sign a convention as a preliminary endorsement. Generally, an ILO convention comes into force in a ratifying country 12 months after the government has deposited the requisite instrument of ratification. This grace period provides ILO members time to enact or modify legislation to comply with the convention before it comes into force.

**Source:** ILO, *How International Labour Standards are created*, [online]; [http://www.ilo.org/global/What\\_we\\_do/InternationalLabourStandards/Introduction/creation/lang--en/index.htm](http://www.ilo.org/global/What_we_do/InternationalLabourStandards/Introduction/creation/lang--en/index.htm). See also UNICEF, *The Process: From Signature to Ratification* [online]; <http://www.unicef.org/crc/process.htm>. See also ILO Convention No. 138, *Minimum Age for Admission to Employment*, Article 11; <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also ILO Convention No. 182, *Worst Forms of Child Labor* (1999), Article 9; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## Timebound Program

ILO C. 182 calls for timebound measures to eliminate the worst forms of child labor. Timebound Programs were spearheaded by ILO-IPEC and are carried out by governments with support from the UN organization. The programs aim to prevent and eliminate all incidences of the worst forms of child labor in a country within a defined period.

**Source:** ILO-IPEC, *Eliminating the Worst Forms of Child Labor: An Integrated and Time-Bound Approach: A Guide for Governments, Employers, Workers, Donors, and other Stakeholders*, Geneva, April 2001, 3. See also ILO, *IPEC Action against Child Labour 2008: Highlights*, Geneva, February 2009; <http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=9471>.

## Trafficking of Children

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children provides a commonly accepted definition of human trafficking. It states: “(a) ‘trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring, or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs.” It goes on to state: “(c) the recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’ even if this does not involve any of the means set forth in subparagraph (a) of this Article.”

The trafficking of children is identified as a worst form of child labor in ILO C. 182, Article 3(a).

**Source:** UNODC, *United Nations Convention against Transnational Organized Crime and the Protocols Thereto*, 2004, 41; <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCbook-e.pdf>. See also ILO Convention No. 182, *Worst Forms of Child Labor* (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

## Unpaid Household Services

For the purposes of this report, the term “unpaid household services” by children refers to the domestic and personal services performed by a child within the child’s own household under the following conditions: (a) for long hours; (b) in an unhealthy environment, including equipment or heavy loads; or (c) in dangerous locations.

**Source:** ILO, *Resolution II: Resolution Concerning Statistics of Child Labour*, 18th International Conference of Labor Statisticians, Geneva, 2008; [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms\\_112458.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms_112458.pdf).

## Working Children (Children in Employment)

Children in employment or working children are those engaged in any economic activity for at least one hour during the reference period. Economic activity includes market production and certain types of non-market production (principally the production of goods and services for own use). The work children perform may be in the formal or informal economy, inside or outside family settings, for pay or profit. This includes children working in domestic service outside the child’s own household for an employer (paid or unpaid). This definition is in accordance with the Resolution Concerning Statistics of Child Labour (Resolution II) adopted by the 18th International Conference of Labour Statisticians (ICLS) in 2008 and the report, *Marking Progress against Child Labour*, published by the ILO in 2013.

**Source:** ILO, *Marking Progress against Child Labour: Global Estimates and Trends 2000-2012*, Geneva, 2013; [http://www.ilo.org/ipecc/Informationresources/WCMS\\_221513/lang--en/index.htm](http://www.ilo.org/ipecc/Informationresources/WCMS_221513/lang--en/index.htm). See also ILO, *Resolution II: Resolution Concerning Statistics of Child Labour*, 18th International Conference of Labor Statisticians, Geneva, 2008; [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms\\_112458.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms_112458.pdf).

## Worst Forms of Child Labor

**Source:** See ILO Convention 182: *Worst Forms of Child Labor*.

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1. *PL 106-200 (May 16, 2000)*, enacted <http://uscode.house.gov/download/pls/19C12.txt>.
  2. *19 USC sections 2462(b) and 2464*, enacted
  3. *Africa Growth and Opportunity Act, U.S. Code 19, section 3703*, enacted
  4. *U.S. Caribbean Basin Trade Partnership Act, U.S. Code 19, section 2703*, enacted
  5. *Andean Trade Preference Act/Andean Trade Promotion and Drug Eradication Act, U.S. Code 19, section 3203*, enacted
  6. *S. Rept. 111-66, Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriation Bill, 2010*, enacted 2009.
  7. ILO, *C182 Worst Forms of Child Labour Convention, 1999*; accessed July 26, 2013; <http://www.ilo.org/ilolex/english/convdisp2.htm>.
  8. ILO Committee of Experts, *Individual Observation concerning Minimum Age Convention, 1973 (No. 138) Georgia (ratification: 1996)* Published: 2011; accessed <http://www.ilo.org/ilolex/english/iloquery.htm>.
  9. ILO Committee of Experts, *Individual Observation concerning Worst Forms of Child Labour Convention, 1999 (No. 182) Senegal (ratification: 1999) Submitted: 2008*; accessed July 24, 2012; <http://www.ilo.org/ilolex/cgi-lex/v?host=status01&extbase=iloe&document=21908&chapter=9&query=%28C182%29+%40ref+%2B+%23YEAR%3E2005%2B&highlight=on&querytype=bool&context=0>.



10. ILO-IPEC. *Child labour in agriculture: Farming*. Document. Geneva, January 31, 2012. [http://www.ilo.org/ipcc/areas/Agriculture/WCMS\\_172416/lang-en/index.htm](http://www.ilo.org/ipcc/areas/Agriculture/WCMS_172416/lang-en/index.htm).
11. ILO Committee on Child Labor. *Report of the Committee on Child Labor*. International Labor Conference, Session 87. 172-173. It is important to note that in negotiating ILO C. 182, ILO employer members stated that the language of Article 3(d) “should not require governments to intervene in situations in which children worked for their parents on bona fide family farms or holdings.” The Worker Vice-Chairperson clarified that any such understanding should encompass only those farms “that did not interfere with children’s schooling and which were truly within a protected family environment” (statements by Employer and Worker Vice-Chairpersons).
12. ILO Committee of Experts. *Committee of Experts on the Application of Conventions and Recommendations*; accessed <http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang-en/index.htm>. The ILO CEACR examines and makes two types of comments upon the application of international labour standards by states parties to the relevant conventions. Direct requests contain technical comments or questions raised by the application of a particular convention by a state. These requests are sent directly to governments. Observations contain comments on fundamental questions raised by the application of a particular convention by a state. These observations are published in the Committee’s annual report.
13. U.S. Department of Labor. “Request for Information on Efforts by Certain Countries to Eliminate the Worst Forms of Child Labor.” *Federal Register*, 77(227)(November 26, 2012); <http://www.gpo.gov/fdsys/browse/collection.action?collectionCode=FR>.
14. Abdul Latif Jameel Poverty Action Lab. *Primary School Deworming in Kenya* [online] [cited November 7, 2010]; <http://www.povertyactionlab.org/evaluation/primary-school-deworming-kenya>.
15. Edward Miguel, Michael Kremer. “Worms: Identifying Impacts on Education and Health in the Presence of Treatment Externalities.” *Econometrica*, 72(1):159-217 (2004);
16. *H. Rept. 106-606, (2000) (Conf. Rep.)*, enacted
17. ILO LABORSTA Internet. *Classifications*, [cited August 8, 2014]; [http://laborsta.ilo.org/classification\\_E.html](http://laborsta.ilo.org/classification_E.html).
18. ILO. *C138 Minimum Age Convention, 1973*; accessed [http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100\\_ILO\\_CODE:C138](http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_ILO_CODE:C138).
19. UN. *Chapter IV: Human Rights*. UN Treaty Collection. <http://treaties.un.org/pages/treaties.aspx?id=4&subid=A&lang=en>.
20. ILO. *Report V - Labour administration and labour inspection*. March 31, 2011 [http://www.ilo.org/ilc/ILCSessions/100thSession/reports/reports-submitted/WCMS\\_153918/lang-en/index.htm](http://www.ilo.org/ilc/ILCSessions/100thSession/reports/reports-submitted/WCMS_153918/lang-en/index.htm). The ILO has discussed the difficulties in establishing benchmarks for what constitute sufficient numbers of inspectors and the need for a comprehensive approach to labor law enforcement. In this report, ILAB made findings that numbers of inspectors were insufficient in cases in which a country with a population of several million had only a handful of inspectors.
21. ILO. *R190 - Worst Forms of Child Labour Recommendation, 1999 (No. 190): Recommendation concerning the prohibition and immediate action for the elimination of the worst forms of child labour*; accessed [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312528:NO](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312528:NO).
22. UNICEF. *The State of the World’s Children*. Geneva; 2014 2014.
23. ILO. *Marking Progress Against Child Labour: Global Estimates and Trends 2000 - 2012*. Geneva; 2013. [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---ipcc/documents/publication/wcms\\_221513.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---ipcc/documents/publication/wcms_221513.pdf).
24. Brazil, I-Go. *The Brasilia Declaration on Child Labour*. Brasilia; 2013.
25. The Hague Global Child Labour Conference 2010. *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*; May 2010. <http://www.ilo.org/ipccinfo/product/viewProduct.do?productId=13453>.
26. ILO-IPEC. *Marking Progress Against Child Labour: Global estimates and trends 2000-2012*. Geneva; 2013 2013.
27. ILO. *Child labour*, [cited June 6, 2014]; <http://www.ilo.org/indigenous/Themes/Childlabour/lang-en/index.htm>.
28. ILO IPEC and Instituto Nacional de Estadística de Uruguay. *Magnitud y Características del Trabajo Infantil en Uruguay: Informe Nacional 2010*. Geneva; 2011. <http://www.inec.gub.uy/biblioteca/infantil/ENTI/Magnitud%20y%20Caracter%C3%ADsticas%20del%20Trabajo%20Infantil%20en%20Uruguay.pdf>.
29. ILO. *Domestic Workers Across the World: Global and regional statistics and the extent of legal protection*. Geneva; January 9, 2013. [http://www.ilo.org/global/publications/books/WCMS\\_173363/lang-en/index.htm](http://www.ilo.org/global/publications/books/WCMS_173363/lang-en/index.htm).
30. Human Rights Watch. *The ILO Domestic Workers Convention: New Standards to Fight Discrimination, Exploitation, and Abuse*; 2014. [http://www.hrw.org/sites/default/files/related\\_material/2013ilo\\_dw\\_convention\\_brochure.pdf](http://www.hrw.org/sites/default/files/related_material/2013ilo_dw_convention_brochure.pdf).
31. U.S. Department of State. “Israel and the Occupied Territories,” in *Country Reports on Human Rights Practices- 2013*; February 27, 2014; <http://www.state.gov/j/drl/rls/hrrpt/humanrightsreport/index.htm#wrapper>.
32. UN Official. E-mail communication to USDOL official. April 9, 2014.
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Part **5** Country Profiles





Harvesting scallions, Mexicali, Mexico



*In 2013, Afghanistan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Afghanistan announced the adoption of a list of 29 jobs/working conditions prohibited for children. The National Directorate of Security's (NDS) anti-trafficking in persons/smuggling unit hired 37 new personnel for provincial offices, almost doubling the personnel already in place. The Government's Ministry of Interior (MOI) and Ministry of Defense issued directives to prevent the recruitment and sexual abuse of children by the Afghan National Security Forces (ANSF) and began installing the Afghan Human Resources Information Management System (AHRIMS), which will include information on the age of every member of the ANSF. The Government also began participating in a project to combat child labor in the carpet sector. However, children in Afghanistan continue to engage in child labor, including in agriculture, and the worst forms of child labor in the forced production of bricks. Children also continued to be recruited and used for military purposes by non-state groups, as well as by state groups including the Afghan National Police (ANP) and the Afghan Local Police (ALP). The Government does not have a coordinating mechanism to address child labor, sufficient inspectors to enforce child labor laws, or programs to eliminate child labor in sectors where it is prevalent.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Afghanistan are engaged in child labor, including in agriculture, and the worst forms of child labor in the forced production of bricks.(1, 2) Children continue to be recruited and used for military purposes by non-state groups, as well as by state groups.(3)

Data on key indicators on children's work and education are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from ENCOVI Survey, 2014.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting poppies (1, 6, 7)
	Tending livestock (8, 9)
	Home-based carpet weaving (1, 10-12)
Industry	Construction, activities unknown† (9)
	Coal mining and gem mining*† (1, 13-15)
	Brick making (2, 10, 11, 16, 17)

# Afghanistan

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Repairing automobiles† and blacksmithing† (13)
	Domestic service (1, 10, 11)
	Gathering firewood, transporting water and goods (18, 19)
	Street work, including vending, shoe shining, carrying goods and begging (1, 11, 20, 21)
	Collecting garbage (11, 19)
Categorical Worst Forms of Child Labor‡	Drug trafficking (1, 10, 11, 13, 22)
	Commercial sexual exploitation (10)
	Child soldiering, as a result of forced or compulsory recruitment (1, 3, 23-28)
	Commercial sexual exploitation, brick making, begging, agriculture, construction, domestic service, and carpet weaving* as a result of human trafficking (2, 10, 12, 16, 19, 29-31)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C 182.

Children are used for military purposes by both state and non-state groups.(1, 3, 23-28) During 2013, the UN verified the use of 97 children in armed conflict from across various regions of the country.(32) In three-fourths of the cases, non-state groups were involved in using children, while in the remaining one-fourth of cases, state groups were involved. Specifically, the UN verified the recruitment and use of 14 children by the ALP, 5 children by the ANP, and 1 child by the Afghan National Army (ANA).(32) The ANP and ALP continued to use children at checkpoints as messengers and tea boys.(3) The UN also verified that two boys recruited by the ALP directly took part in military operations.(33) Non-state-armed groups such as the Haqqani Network, Hezb-i-Islami, Tora Bora Military Front, Jamat Sunat al-Dawa Salafia, and the Taliban use children as soldiers; the Taliban and the Haqqani Network use children as suicide bombers and to plant improvised explosive devices.(1, 3, 11, 23, 34)

Armed groups, including the ANP, as well as other actors, also use children, especially boys, in commercial sexual exploitation, including *bacha baazi* (boy play). These boys are used as dancers dressed in female clothing and are often sexually exploited.(1, 23)

Afghanistan is a source, transit, and destination country for trafficking in persons. Trafficking within Afghanistan is more prevalent than transnational trafficking.(10) Children are trafficked transnationally to Pakistan, Iran, and Saudi Arabia for commercial sexual exploitation, forced begging, and drug smuggling. Boys are also trafficked to Pakistan for paramilitary training, and to Iran for forced labor in the agriculture and construction sectors.(10, 16) Girls are trafficked internationally to India for commercial sexual exploitation and forced domestic service.(16) Girls from other countries are trafficked to Afghanistan for commercial sexual exploitation.(10, 29)

Afghanistan is plagued by insecurity and violence; this has led to grave abuses against children.(35, 36) According to a UN report, 124,354 civilians were displaced in 2013 due to armed conflict.(3) Reports note that children who are living in isolated, conflict-affected areas and others who are internally displaced by conflict are at risk of being recruited into non-state-armed groups. Reports also note that children—particularly girls in conflict areas—have limited access to basic social services like education.(3, 19, 35, 37)







The United Nations Assistance Mission in Afghanistan verified that there were 73 incidents of violence targeting education facilities and personnel during 2013, including attacks on schools, teachers, staff, as well as students during the reporting period. These attacks resulted in the killing of at least 11 children and injuring 46 others.(3) In particular, some girls have been intentionally exposed to contaminated water and poisonous gas in schools in the North.(35) These conditions make it more difficult for children to attend school on a regular basis. The Ministry of Education reported the closure of 539 schools throughout the country, which prevented approximately 115,000 children from attending school.(38)

Research found no available current statistics on children's work and education in Afghanistan.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Afghanistan has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Ministry of Foreign Affairs translated the Palermo Protocol and submitted it to the Council of Ministers for legal processing. However, the Government has not yet ratified the Protocol.(39)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	18	Labor Law (40)
Minimum Age for Hazardous Work	Yes	18	Labor Law (40)
List of Hazardous Occupations Prohibited for Children	Yes		List of Prohibited Jobs for Child Laborers (41, 42)
Prohibition of Forced Labor	Yes		Constitution (43)
Prohibition of Child Trafficking	Yes		Decree of the President of the Islamic Republic of Afghanistan Concerning the Enforcement of the Law on Combating Abduction and Human Trafficking/Smuggling (44)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Elimination of Violence Against Women Act (45)
Prohibition of Using Children in Illicit Activities	Yes		List of Prohibited Jobs for Child Laborers; Penal Code (11, 41, 42)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Legislation title unknown (27)
Compulsory Education Age	Yes	15	Article 43 of the Constitution (43)
Free Public Education	Yes		Article 43 of the Constitution (43)

\*No conscription or no standing military.

In February 2014, with support from the ILO, the Ministry of Labor, Social Affairs, Martyrs and Disabled (MOLSAMD) announced a list of 29 jobs and/or working conditions prohibited to children, including mining, begging, agricultural production and processing of narcotics, working for more than 4 hours in the carpet sector, and bonded labor.(41, 42) The President's Office approved the list and authorized MOLSAMD to enforce its provisions. (46) According to the Labor Code, children between ages 15 and 18 may engage in light work up to 35 hours per week as long as it is not hazardous, but the Code does not specify what tasks are considered light work.

# Afghanistan

## MODERATE ADVANCEMENT

(35, 40) The Labor Code also does not ensure that protections apply equally to children working in the formal and informal sectors (40, 47). Furthermore, the Code does not prescribe penalties for child labor violations.(21, 40) The ILO and MOLSAMD have developed a revised version of the Labor Code, which would strengthen worker protection and provide penalties for child labor violations. The new law is currently under review at the Ministry of Justice and will eventually have to be approved by the Council of Ministers and Parliament.(48)

The Constitution prohibits forced labor; however, legislation implementing the forced labor protection has not been enacted. The 2009 Elimination of Violence Against Women Act protects females from forced prostitution but does not explicitly make mention of males.(45) The Penal Code does not appear to protect children comprehensively from commercial sexual exploitation. Although the Penal Code contains a general prohibition on delinquency, this term is undefined in the Code and the scope of the protection in practice is unclear.(49) The Decree of the President of the Islamic Republic of Afghanistan Concerning the Enforcement of the Law on Combating Abduction and Human Trafficking/Smuggling specifically prohibits trafficking in persons, both domestically and internationally. The Decree prescribes stronger penalties for trafficking of children and women than trafficking of adult males. However, the Dari language does not distinguish between human trafficking and human smuggling, complicating enforcement and data collection efforts.(10)

The Government of Afghanistan, with support from the ILO, completed a *Handbook on Islamic Labor Law Principles and International Labor Standards*, including those related to child labor. The Handbook harmonizes Islamic law with international labor standards. Once the Handbook is published, the Government will use it to train labor inspectors.

During the reporting period, the Ministry of Interior (MOI) and Ministry of Defense issued directives to prevent the recruitment and sexual abuse of children by the ANSF.(50)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Law enforcement agencies in Afghanistan took actions to combat child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Social Affairs, Martyrs, and Disabled (MOLSAMD)	Enforce laws related to child labor, including hazardous child labor.(11)
Child Protection Action Network	Refer child labor cases to government agencies such as Ministry of Public Health and Women's Affairs, shelters, and various NGOs.(11)
Ministry of Interior (MOI)	Enforce laws related to forced child labor, child trafficking, and child sexual exploitation.(11, 13)
National Directorate of Security (NDS)	Identify human trafficking victims and refer them to MOI.(39)
Attorney General's Office (AGO)	Investigate and prosecute human trafficking and abduction cases.(39)
Ministry of Women's Affairs (MOWA)	Register abduction and human trafficking cases and provide support to child labor and trafficking victims.(11, 39)
Afghanistan Independent Human Rights Commission (AIHRC)	Raise awareness on human trafficking through monitoring of cases and advocacy on the issue.(39)

Law enforcement agencies in Afghanistan took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, MOLSAMD employed 20 labor inspectors to cover the country's 34 provinces.(11) The number of labor inspectors is not sufficient to enforce Afghan laws on child labor.(11) Labor inspectors work in an advisory capacity only, and business owners have the right to refuse an inspector's visit.(11) Labor inspectors did not receive training on child labor during the reporting period. Additionally, the Government lacks a mechanism to monitor the informal sector for child labor.(21)



Labor inspectors made 140 general inspections and found 47 children working long hours amid poor conditions in six workplaces. MOLSAMD did not remove children from the workplaces or refer them to relevant social service providers.(11)

### *Criminal Law Enforcement*

In 2013, the Ministry of Interior's (MOI's) anti-trafficking in persons/smuggling unit employed 20 officers, but they were not full-time staff and there was frequent turnover.(11) From March to December 2013, the MOI rescued 22 child trafficking victims.(11, 39) The MOI and NGO officials regard the number of officers as insufficient to address the problem.(11, 39) Additionally, there was no budget for field-based investigations during the reporting period, and officers assigned to field-based investigations were often sent to other locations to perform other duties.(10, 11, 21) Therefore it is unclear how the MOI investigates trafficking.(10, 11, 21) During the reporting period, the MOI's Transnational Criminal Investigative Unit provided training to 20 of its members on trafficking issues. However, government officials and NGOs reported that anti-trafficking training efforts are inadequate.(11)

The MOI usually maintains paper records of criminal investigations, including the number of violations, prosecutions, and convictions and computerized records in Kabul, Balkh, and Herat.(11) However, these records do not specify whether the criminal investigation pertains to an alleged trafficker of adults or of children, and there is no disaggregated information available at the national level.(11)

The Afghanistan Independent Human Rights Commission (AIHRC) assigned a local controller to monitor the trafficking of children at the Spen Boldak border.(51) From January to September 2013, the NDS anti-trafficking in persons/smuggling unit hired 37 new personnel members for provincial offices, adding to the existing 50 personnel members already in place.(51) From January to September 2013, NDS investigated 731 cases of abduction and human trafficking and arrested 20 human traffickers. There is no information about whether the victims were children.(51) During this same time period, the Attorney General's Office managed abduction and human trafficking cases against 103 children (88 boys and 15 girls) and the Ministry of Women's Affairs received referrals for 55 cases of abduction and human trafficking. There is no information about whether any of these referral victims were children.(51)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

Research found no evidence that the Government has established mechanisms to coordinate its efforts to combat child labor, including all its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
High Commission for Combating Crimes of Abduction and Human Trafficking/Smuggling	Address trafficking in persons in general, including child trafficking. Composed of various government ministries, NDS, AGO, Afghan Independent Bar Association, and AIHRC.(10, 11, 16, 39)
Inter-Ministerial Steering Committee on Children and Armed Conflict	Coordinate efforts to eliminate the recruitment and use of child soldiers.(10) Led by the Ministry of Foreign Affairs and monitored by the UN Task Force on Children and Armed Conflict, which is composed of UN and NGO members.(10, 34)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Afghanistan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Development Strategy	Outlines policies to achieve Afghanistan's Millennium Development Goals. Includes the expansion of access to education, protection of children in conflict's legal rights, and enhancement of the legal and policy framework for juvenile offenders and children in conflict. Also works to improve access to the formal legal system for women and children.(19, 52)

# Afghanistan

## MODERATE ADVANCEMENT

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Strategy for Children at Risk (2004)	Creates a framework to support at-risk children and their families with new and existing social services; creates a strategic plan to build the capacity of child-based organizations into broader family- and community-based institutions; and guides donors in contributing toward comprehensive child protection system.(53)
National Strategy for Street Working Children (2010)	Guides and informs MOLSAMD and other relevant ministries, international organizations, and NGOs to provide effective and sustainable interventions like family- and community-based support systems for street children and their families in order to prevent and reduce the number of children working on the streets.(54)
Action Plan for the Prevention of Underage Recruitment	Aims to prevent the recruitment of minors into the ANA and ANP, including the ALP and the NDS.(55-57)
National Action Plan on Trafficking in Persons	Creates a timeline for specific actions to be taken by members of the High Commission to address trafficking.(10)
National Education Strategic Plan (2010–2014)*	Establishes five overarching education goals, including providing access to quality education.(58)
National Social Protection Policy*	Sets policies to improve social protections, reform the pension program, and respond to disasters with the goals of supporting economic growth, enhancing security, reducing poverty, and improving social inclusion and equality.(59)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Inter-Ministerial Steering Committee on Children and Armed Conflict and the UN Task Force on Children and Armed Conflict developed and agreed to a new Road Map Towards Full Compliance of the Action Plan of Underage Recruitment in the ANSF, which aims to expedite compliance with the Action Plan for the Prevention of Underage Recruitment. The Government of Afghanistan has yet to formally approve the Road Map for implementation.(33, 57)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Afghanistan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Social Protection Program	MOLSAMD program funded by European Commission that combats child labor through the provision of vocational training, family reintegration, schooling, and literacy training.(60, 61)
Project to Prevent Child Labor in Home-Based Carpet Production in Afghanistan†	USDOL-funded, 4-year, \$2 million project implemented by GoodWeave. Aims to build market preferences for child labor-free Afghan carpets; contribute to evidence-based knowledge of child labor in the Afghanistan carpet sector; and increase public awareness and engagement on the issue of child labor in the Afghan carpet sector.(12)
Age Verification of new Afghan National Security Force Recruits‡	The Ministry of Foreign Affairs, Ministry of Defense, MOI, NDS, with the support of UNICEF, operates Child Protection Units within the Afghan National Security Forces recruitment centers in order to screen out applicants who do not meet the minimum age requirement of 18 years.(23, 62) All recruits undergo an ID check, including a requirement that at least two community elders vouch that a recruit is 18 years old and is eligible to join the ANSF, in an effort to address the use of the fraudulent IDs sometimes presented by minors.(50)
Research on Occupational Safety and Health Hazards of Children in the Brick Kiln Sector	Research study on the occupational safety and health hazards of children in the brick kiln sectors. Completed in 2013, the study is being prepared for publication.(63)
Trafficking Shelters‡	International organization and NGO-operated shelters for trafficking victims that are overseen by MOLSAMD and MOI. Additionally, MOLSAMD registers victims and provides reintegration assistance. (10) From January to September 2013, four shelters provided services to 258 child trafficking victims. During the reporting period, MOLSAMD and MOWA, with support from IOM, agreed to establish a shelter for adults in order to separate children from adults.(39)
Juvenile Rehabilitation and Correction Centers*	Thirty-three government-operated centers that provide services to children in conflict with the law.(19, 48)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Safety Nets and Pensions Support Project*	An MOLSAMD-operated \$7.5 million project that provides cash support on a case-by-case basis to poor families with children under the age of 5 years in three provinces and targets highly impoverished families, including children who are at risk of child labor.(11, 64) In 2013, an additional \$12.5 million was invested in the project.(11, 64)
Protracted Relief and Recovery Operation*†	WFP-operated project that ensures food security and nutritional status for 3.7 million beneficiaries in 184 food insecure districts. Through this project, people affected by conflict, disaster or economic stress are assisted with food, vouchers, or cash; children receive targeted supplementary feeding; schools are supported to increase enrollment and attendance; and adults are provided with vocational training. During the reporting period, this project was extended by 3 years, with an additional investment of \$496 million.(65)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Afghanistan.

In 2013, the ANP took steps under the Action Plan for the Prevention of Underage Recruitment to train 150 new staff members on age assessment procedures, launch an underage recruitment awareness campaign, investigate alleged cases of underage recruitment, and document cases of attempted enlistment by children. The MOI and the Ministry of Defense began installing the AHRIMS, which will include information on the age of every member of the ANSF.(50)

Although some prevention efforts are currently underway, research found no evidence that the Government supports programs to remove or rehabilitate children involved in armed conflict. There is also no evidence of programs designed to eliminate child labor in agriculture and forced child labor in the production of bricks.

Generally, trafficking shelters assist boys under age 16. Research found no evidence of shelters providing services for boys 16 to 18.(16) Reliable information on the number of underage girl trafficking victims being assisted with services is not available.(10, 16)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Afghanistan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Revise the Labor Code to specify penalties for child labor violations.	2010 – 2013
	Amend the hazardous occupations and working conditions list to include protections for child domestics and children engaged in street work.	2013
	Define “light types of work.”	2012 – 2013
	Ensure children working in the informal sector benefit from the same protections as those working in the formal sectors.	2013
	Enact protections to cover all children, including boys, from commercial sexual exploitation.	2013
	Enact legislation to implement the forced labor provision of the Constitution.	2013
	Clearly define human trafficking in accordance with international standards.	2011 – 2013
	Ratify the Palermo Protocol	2013
Enforcement	Increase the number of labor inspectors.	2011 – 2013
	Enable labor inspectors to have access to businesses for enforcement of laws, including child labor laws.	2011 – 2013
	Provide labor inspectors training on child labor laws and regulations.	2011 – 2013
	Develop a mechanism to protect children currently in the worst forms of child labor in the informal sector.	2013
	Refer child laborers identified through labor inspections to services that address their needs.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Provide a budget for the MOI to enforce laws concerning trafficking.	2012 – 2013
	Increase the number of anti-trafficking trainings for government officials.	2013
	Collect and make publicly available disaggregated data on the age of forced labor and trafficking victims.	2011 – 2013
Coordination	Establish coordinating mechanisms to combat child labor, including all its worst forms.	2013
Government Policies	Take measures to implement fully the Action Plan for the Prevention of Underage Recruitment in the ANSF.	2010 – 2013
	Assess whether the National Education Strategic Plan and National Social Protection Policy have an impact on child labor.	2009 – 2013
Social Programs	Implement rehabilitation and reintegration programs for children affected by armed conflict.	2009 – 2013
	Create programs to address child labor in agriculture and forced child labor in bricks.	2009 – 2013
	Expand government and NGO-run shelters to provide services to older boys, ages 16 to 18, rescued from trafficking.	2010 – 2013
	Initiate a national child labor survey.	2013
	Assess the impact that existing social protection and poverty reduction programs may have on child labor, in the interest of expanding effective programs to further reduce the worst forms of child labor.	2013

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# Albania

## SIGNIFICANT ADVANCEMENT

*In 2013, Albania made a significant advancement in efforts to eliminate the worst forms of child labor. The Government released data from its 2010 National Child Labor Survey. The Government also amended the Criminal Code to criminalize possession of child pornography and increase penalties for other offenses against children. Albania trained labor inspectors, police officers, prosecutors, and judges on trafficking issues; identified through inspections 26 cases of child labor and 11 cases of child trafficking; and prosecuted four child labor cases, with one conviction. In addition, the Government funds and participates in a wide range of social programs aimed at improving social inclusion for marginalized groups, reducing school dropout rates, and supplementing the livelihoods of the most disadvantaged families. However, children in Albania continue to engage in child labor in agriculture and in the worst forms of child labor in forced begging. The Government relies on NGOs to provide the bulk of services to children engaged in the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

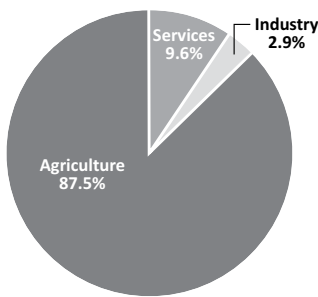
Children in Albania are engaged in child labor in agriculture and in the worst forms of child labor in forced begging.(1-6) During the reporting period, the Government supported the release of a National Child Labor Survey that was conducted by the National Institute of Statistics in 2010. The report provides information on the scope of the child labor situation in Albania.(7) Children, some as young as ages 4 and 5, are forced to beg.(5, 6, 8) Data from the National Child Labor Survey indicate that most child laborers work in agricultural. More girls (84.8 percent) than boys (78 percent) work as child laborers in agriculture.(7) Table 1 provides key indicators on children's work and education in Albania. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.6 (23,665)
Attending School (%)	5-14 yrs.	92.5
Combining Work and School (%)	7-14 yrs.	5.2
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(9)  
Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labour Survey (NCLS), 2010.(10)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
	Farming, activities unknown (2, 4, 5, 7)
Agriculture	Working as shepherds* (2)
	Harvesting and processing of cannabis* (4)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Mining† (2, 4)
	Construction, activities unknown (2, 4, 7, 11, 12)
	Working in the textile,* garment,* and footwear* sectors (2, 3, 11)
Services	Begging (1-6, 13, 14)
	Street work, including vending, washing vehicles, and shining shoes (2, 11)
	Working wholesale and retail trade (4, 7)
	Working in hotels and restaurants (4, 7)
Categorical Worst Forms of Child Labor‡	Drug running (11)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 5, 6, 11, 15)
	Begging and participation in illicit activities as a result of human trafficking (1, 3, 5, 11, 15)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)-(c) of ILO C. 182.

Albania is primarily a country of origin for children trafficked abroad to Greece, Macedonia, and Kosovo.(14, 16) In addition, children are trafficked within Albania to large cities, tourist sites, border points, and ports. Sources indicate that ethnic minority children from the Roma and Egyptian communities make up the majority of street children and trafficking victims.(2, 17) Traditionally, these communities have suffered from pervasive marginalization and discrimination, which contribute to their acute poverty and difficulty in accessing social services.(14, 18) In addition, marginalized groups such as the Roma often remain outside the Albanian education system due to a lack of civil registration or their families' inability to forgo the lost income from the child leaving work.(14, 17)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Albania has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 98 of the Labor Code (4, 17, 19)
Minimum Age for Hazardous Work	Yes	18	Labor Code (4, 19)
List of Hazardous Occupations Prohibited for Children	Yes		Occupational Safety and Health at Work Law; Labor Code (19, 20)
Prohibition of Forced Labor	Yes		Labor Code (19)
Prohibition of Child Trafficking	Yes		Criminal Code (21)

# Albania

## SIGNIFICANT ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code (21)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Code (21)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	19	Law on Military Service (4, 22)
Compulsory Education Age	Yes	15	Law on Pre-University Education System (11, 23)
Free Public Education	Yes		Law on Pre-University Education System (2, 11, 23)

\* No conscription or no standing military.

In 2013, the Government amended the criminal code to criminalize the possession of child pornography and stiffen punishment for other offenses against children.(4, 24) Children between the ages of 14 and 16 may be employed part-time during school holidays, provided that the employment does not harm their health and development.(3, 19, 25) However, Article 98 of the Labor Code fails to define what constitutes permissible school holiday work, or the number of hours or conditions that would render employment acceptable.(25) In addition, pursuant to exemptions created by Articles 5 and 6, the Labor Code does not cover children who perform “family jobs” or do not have an employment contract. This leaves children engaged in child labor who do not have an employment contract unprotected under the law.(19, 25)

During the reporting period, the Government drafted an amendment to the Labor Code which, if passed, would increase the minimum age for children to be employed during school holidays and in vocational training from 14 to 15. The Ministry of Social Welfare and Youth also drafted a Decisions of the Council of Ministers (DCM) that would require medical monitoring of child employees.(24)

Albania provides 13 years of free education, 9 of which are compulsory; however, the costs of school supplies and classroom resources are prohibitive for many families.(2)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Social Affairs and Equal Opportunities (MLSA) – State Labor Inspectorate	Enforce labor laws, including child labor laws.(4, 12)
Ministry of Interior’s General Directorate of Police	Enforce all laws, including child labor and child trafficking laws.(4, 26)
Serious Crimes Prosecution Office	Has nationwide jurisdiction to prosecute cases involving trafficking.(4, 26)
Child Rights Units (CRUs)	Monitor the situation of high-risk children and families at the regional level, coordinate protection and referral activities at the local level, and identify and manage individual cases.(3, 4, 27, 28)
Child Protection Units (CPUs)	Identify children in danger at the municipal level and subsequently refer them to a safe environment, as defined by the State Social Services.(4, 12, 23)

Law enforcement agencies in Albania took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the State Labor Inspectorate had 115 inspectors.(24) Approximately 50 labor inspectors were trained on child labor laws and procedures for handling victims of trafficking.(4, 24) According to the Government, the Labor Inspectorate conducted 25 child



labor inspections and cited 26 cases of child labor violations. The Government reported 26 children were removed or assisted as a result of the inspections, and no penalties were applied in any of the cases.(4) The law allows labor inspectors to determine whether to apply penalties for certain violations documented. Additionally, lack of funds for adequate office space and transportation, and training compromises the quality of inspections.(4)

### ***Criminal Law Enforcement***

During the reporting period, 37 prosecutors, judges, and police officers were trained on trafficking issues, and the State Police referred 11 cases involving the trafficking of children to prosecutors.(29) In 2013, the Government reported prosecuting four cases involving the worst forms of child labor and one conviction.(4) The Government also provided services to 43 children rescued from trafficking.(29) Nationwide, there are approximately 30 police investigators for child rights. However, the Ombudsman of the Albanian Government recommends that each of the approximately 70 police commissariats have several child rights investigators and believes the effectiveness of the CRUs and CPUs is low. (4) In addition, NGOs report inadequate funding for child protection at the regional and local level.(29, 30)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Council for the Protection of the Rights of Children (NCPRC)	Coordinate the protection of children's rights, including children involved in child labor.(12)
Office of the National Coordinator for the Fight Against Trafficking in Human Beings (NCAT)	Coordinate all anti-trafficking efforts in Albania, including 12 regional anti-trafficking committees.(26, 28, 29)
National Referral Mechanism (NRM)	Coordinate the identification, protection, referral, and rehabilitation of trafficking victims between government and civil society organizations.(3, 28) Chaired by the NCAT.(29)

In 2013, the NCAT restarted 12 regional anti-trafficking committees. The NCAT also provided training on identifying and providing referral services to victims of trafficking to the 12 regional anti-trafficking committees, government officials, and approximately 245 school teachers.(29) During the reporting period, the NRM met several times. A source indicates that cooperation between government agencies and civil society has increased during the reporting period.(29)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Albania has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Action Plan for Children 2012 to 2015*	Aims to strengthen institutional structures and monitor the implementation of children's rights at national and regional level. Promotes the drafting of policies for the protection and social involvement of children.(3, 24, 30, 31)
Albanian Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 (ARCL)	Outlines a plan to eliminate the worst forms of child labor in Albania by 2016.(32) Includes the adoption and implementation of effective legislation and law enforcement to address the worst forms of child labor; the provision of free, quality education for all children; the provision of social protection to families and children in need; and the implementation of labor market policies that promote youth employment and the regulation and formalization of the informal economy.(32)
National Anti-trafficking Strategy 2011 to 2013	Designates responsible agencies and outlines anti-trafficking actions to be taken.(3, 4, 16)
National Strategy for Development and Integration 2007 to 2013 (NSDI)	Calls for enforcing compulsory education and creating vocational training opportunities for vulnerable children as a key strategy to prevent and reduce child labor, including the worst forms of child labor.(3, 4)

# Albania

## SIGNIFICANT ADVANCEMENT

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Strategy for Social Inclusion 2007 to 2013 (NSSI)*	Seeks to reduce poverty among Albania's vulnerable groups, including children and Roma communities.(33) Promotes an increase in formal labor market participation, the inclusion of policies that involve vulnerable children in education and training, and the formation of modern social protection systems.(12, 33) In 2013, Limited progress was made toward achieving the NSSI's goals, in part due to limited funds, poor coordination, and limited resources and inclusion of local governments.(18)
National Action Plan for the Decade of Roma Inclusion 2005 to 2015*	Strives to improve access to and the quality of social services for Roma communities.(4, 34)

\*The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Albania funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
UN Support to Social Inclusion†	UN program, works with several government ministries to improve implementation of social inclusion by developing informed policies and strengthening institutions.(35)
Albania-UN Program of Cooperation*	UN program builds on the piloted One UN Program 2007–2011 and coordinates 19 UN agencies to focus on four thematic areas with the Government and civil society: governance and rule of law, economy and environment, regional and local development, and inclusive social policy. Aims to increase civil society's role in development.(36)
Empowering Vulnerable Local Communities of Albania*	UN-supported program, addressed social exclusion issues in the Roma and Egyptian communities. Strengthened the Government's institutional capacities of employment centers and vocational training centers to increase access to the Roma and Egyptian communities; promoted primary education for Roma and Egyptian children who lack access to early learning.(37)
Zero Dropouts Program*	UNICEF-supported program, worked to reduce school dropout rates among the Roma and Egyptian communities. Program's Second Chance Project worked to reintegrate children who have dropped out of school.(4, 38)
National Emergency Transition Center†‡	NGO-supported Government transition center supports vulnerable, mostly Roma, families, including children at risk of street begging. To receive benefits, families must keep their children enrolled in school.(4)
National Reception Centre for Victims of Trafficking (NRC)‡	Government-funded program, operates a reception center that houses victims of trafficking identified in Albania.(16, 39) In 2013, the Ombudsman reported that the Government's NRC lacked adequate resources to provide reintegration services, including educational and vocational training.(29)
Child Allowance Program (Ndihma Ekonomike)*‡	Government-funded cash transfer program, provides a child allowance for families already benefiting from economic aid through Albania's Law on Social Assistance and Services.(4) Child allowance payments to eligible families are still deemed too low to significantly reduce the number of children living in poverty, and therefore are unlikely to have an impact on reducing child labor.(4)
Decent Work Country Program	ILO technical assistance project detailing the policies, strategies, and results required to realize progress toward the goal of decent work for all. Outcomes include strengthening the effectiveness and quality of labor inspection systems, enhancing the capacity of policy makers to address informal and vulnerable employment of young people, and ensuring that labor laws better adhere to international labor standards, including those on the worst forms of child labor.(40)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Albania.

Civil society organizations, rather than government organizations, generally provide social services for children engaged in the worst forms of child labor. These civil society organizations often lack well-trained staff and coordination with other protection services, especially at the local level.(4, 18, 30, 41)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Albania (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Define permissible work, including hours and conditions thereof, for children between the ages of 14 and 16 years.	2011 – 2013
	Ensure that children who fall outside contract work are protected.	2009 – 2013
Enforcement	Provide inspectors with adequate training and the tools needed to carry out their tasks effectively.	2010 – 2013
	Ensure there are an adequate number, nationwide, of police investigators for child rights.	2013
	Provide CRUs and CPUs with adequate funding to carry out their work effectively.	2013
	Assess the impact that existing policies may have on child labor.	2011 – 2013
Government Policies	Fully implement the National Strategy for Social Inclusion (2007–2013), including sufficient funding at the local level.	2012 – 2013
	Assess the impact that existing programs may have on child labor.	2013
Social Programs	Eliminate the costs of school supplies and classroom resources to ensure all children have access to school.	2013
	Increase payments to families eligible for assistance under the Social Assistance and Services Law.	2011 – 2013
	Increase resources, access to civil registration, and the number of social services available to children, including Roma and Egyptian children, engaged in or at risk of engaging in child labor.	2011 – 2013
	Conduct research on children working in farming and construction to inform policies and programs.	2013

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*In 2013, Algeria made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government's Intersectoral Commission Relative to the Prevention of and Fight against Child Labor met during the year and the Government continued to participate in a regional project to combat child domestic labor. However, children in Algeria continue to engage in child labor in street work and domestic service. The Government has yet to adopt the child protection law drafted in 2007, which includes a hazardous work list. Algerian law does not clearly establish 18 as the minimum age for hazardous work, and the law does not prohibit the use of children in illicit activities. Algeria does not make data on enforcement efforts publicly available, and programs for working children are limited.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Algeria engage in child labor, including in street work and domestic service.(1-4) The Government collects data on child labor, but does not make such data publicly available.(5) This lack of data makes an understanding of the child labor situation difficult. Table 1 provides key indicators on children's work and education in Algeria. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		100.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown (3, 4, 8)
Industry	Construction, activities unknown (4, 8, 9)
	Street work, including vending and collection of plastics (1-4)
Services	Domestic service (3, 4, 8)
	Work in small shops and mechanics shops* (10, 11)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation as a result of trafficking* (12)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Current evidence suggests that children, primarily sub-Saharan migrants, are trafficked into prostitution in bars and informal brothels in Tamanrasset and Algiers.(12, 13) Large-scale migration occurs at the Algerian border with Mali.(13) Algerian officials have indicated it is difficult to distinguish trafficking victims from regular migrants in this context.(13)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Algeria has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 15 of the Labor Code, Section 5 of the Commerce Code (14, 15)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Penal Code (16, 17)
Prohibition of Child Trafficking	Yes		Penal Code (18)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 343 and 344 of the Penal Code (8, 17)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	19	<i>Legislation title unknown</i> (19, 20)
Minimum Age for Voluntary Military Service	Yes	17	<i>Legislation title unknown</i> (19, 20)
Compulsory Education Age	Yes	16	Article 12 of the Law No. 08-04 of January 27, 2008 (11)
Free Public Education	Yes		Article 13 of the Law No. 08-04 of January 27, 2008 (11)

Algeria does not have a clear minimum age for hazardous work or a list of hazardous occupations prohibited to all children.(14, 15) In 2007, the Ministry of Justice announced that it had drafted a child protection law that contained a hazardous work list; however, as of this reporting period, the Parliament has not yet adopted the legislation.(10, 15)

Research found no indication that Algerian law prohibits the use of a child in illegal activities. Moreover, the ILO Committee of Experts has also noted that there is no law in Algeria that prohibits use of a child in the production, sale, and trafficking of illegal drugs.(21)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Welfare's Labor Inspection Directorate	Investigate labor violations, including involving child labor, and issue citations and fines for labor violations. Demand safety and health problems be addressed if workers' health and safety are at risk. (4, 11, 22, 23) Authorized to conduct regular inspections or special visits to investigate general labor conditions or a specific issue.(4, 23, 24)
Ministry of Interior's National and Border Police	Enforce criminal laws relating to child labor violations.(10)
Ministry of Defense's Gendarmerie Police Force	Enforce criminal laws relating to child labor violations. Operate in rural areas.(8, 10)
Ministry of Justice's Office of Criminal Affairs and Amnesty Procedures	Serve as lead agency in enforcement efforts with regard to trafficking in persons.(13)

Research found no evidence that law enforcement agencies took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

There are 27 Ministry of Labor and Social Welfare inspection offices throughout the country. Some cover one *wilaya*, or governorate, while others cover more than one. According to the Ministry of Labor and Social Welfare, the Labor Inspectorate had more than 600 operational inspectors as of February 2014.(4, 11) There are more inspectors in urban than in rural areas, although past reports indicate higher levels of child labor in rural areas.(11, 17) The Government indicated that inspections were carried out during 2013, but has declined to make this information available.(4) In its most recent reporting, the ILO Committee of Experts has emphasized that the number of inspections conducted and the number of child labor violations found in recent years in Algeria is not known.(21)

### *Criminal Law Enforcement*

Although there is only limited evidence to suggest a problem with worst forms of child labor covered by criminal laws in Algeria, the Government has noted it is difficult to determine whether there are trafficking victims in the country.(13) Proactive investigations could serve an important role in shedding light on this issue. The Government of Algeria, however, has not made information publicly available on the number of investigations pertaining to trafficking or other worst forms of child labor covered by criminal laws during 2013.(4)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor	Work to prevent and eliminate child labor.(4) Led by the Ministry of Labor and Social Welfare with members from NGOs and the following ministries: Health; Interior; Justice; Youth and Sports; Employment and National Solidarity; Family and the Female Condition; National Education, Training and Professional Teaching; Communication and Culture; as well as Agriculture and Rural Development.(25)
Inter-Ministerial Coordinating Committee on Trafficking	Manage government efforts to address trafficking. Led by the Ministry of Foreign Affairs Directorate General for Political Affairs and International Security.(4, 13) Members are the Gendarmerie and the National Police as well as the Ministries of Justice; Health; Labor and Social Welfare; and Employment and National Solidarity.(13, 26)

In 2013, both the Intersectoral Commission and the Inter-Ministerial Coordinating Committee met monthly.(11) Although past reports indicate the Intersectoral Commission organized hundreds of open-door seminars on child labor and education programs and strengthened the labor inspection services, research found no evidence of such activities during 2013.(27)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Algeria has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
An Algeria Fit for Children (National Plan of Action for Children 2008–2015)*	Promotes child development and universal access to education.(3, 10, 15)

\*The impact of this policy on child labor does not appear to have been studied.

As of June 2012, the Government had not met its timetable for reporting on the implementation of the National Plan of Action for Children. Moreover, the UN Committee on the Rights of the Child has raised concerns about insufficient funding and technical capacity to carry it out.(3, 18)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Algeria participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Combating child domestic labor in Africa and in the countries of the Mediterranean Union	\$1.3 million, Government of France-funded, 3-year regional project implemented by ILO-IPEC to combat child domestic labor.(28)
Strengthening the Framework of the Arab Region to Prevent and Combat Human Trafficking	\$650,000, EU-funded, 3-year regional project to strengthen the capacity of Algeria and other Arab governments to address human trafficking. Trained judges throughout Algeria on trafficking issues in 2013.(11, 29)

Despite Algeria's participation in regional efforts to combat child labor in domestic service and human trafficking, research found no evidence of other programs specifically targeting sectors in which children work, such as hazardous work in agriculture and construction as well as on the streets.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Algeria (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt the child protection law drafted by the Ministry of Justice, which would establish a list of hazardous occupations forbidden to all children.	2009 – 2013
	Establish the minimum age for hazardous work as 18 in the Labor Code.	2009 – 2013
	Prohibit the use of a child in the production, sale, and trafficking of drugs or in any other illegal activity.	2013
Enforcement	Make publicly available enforcement statistics regarding child labor, including in its worst forms.	2009 – 2013
	Ensure that child labor laws are enforced effectively in all geographic areas and sectors.	2009 – 2013
Coordination	Ensure the Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor remains active to ensure proper coordination.	2011 – 2013
Government Policies	Conduct research on the impact of the National Plan of Action for Children on child labor, including its worst forms.	2012 – 2013
	Report on the progress of the National Plan of Action for Children according to the agreed-upon timetable and provide adequate funding and capacity building to ensure objectives are met.	2011 – 2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Institute programs to address child labor in agriculture, construction, and street work.	2009 – 2013
	Make data on the prevalence and nature of child labor publicly available to inform policies and programs.	2009 – 2013

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# Angola

## MODERATE ADVANCEMENT

*In 2013, Angola made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed a new trafficking in persons (TIP) law protecting all children from commercial sexual exploitation and from being used in illicit activities, and amended the penal code to criminalize TIP crimes. It also carried out the first investigation of a child trafficking case in 4 years and continued to participate in various child protection programs. However, children in Angola continue to engage in child labor in agriculture and mining. The country lacks a specific age for compulsory education, which makes children under age 14 vulnerable to the worst forms of child labor, as they are not required to be in school and are under the minimum legal age for work. Angola also lacks a mechanism to coordinate efforts to combat child labor, and there is little publicly available information on its efforts to enforce child labor law.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Angola engage in child labor in agriculture and in mining.(1-3) Table 1 provides key indicators on children's work and education in Angola.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	25.7 (694,458)
Attending School (%)	5-14 yrs.	65.4
Combining Work and School (%)	7-14 yrs.	22.1
Primary Completion Rate (%)		54.3

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2001.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Work on tomato plantations,* production of rice* (3, 6-9)
	High-seas fishing,* animal herding* (2, 9, 10)
Industry	Artisanal diamond mining (1-3)
	Construction, brick making,* welding† (3, 8, 10, 11)
	Informal market vending, street work, car washing (2, 10, 12-14)
Services	Working as porters, shining shoes* (9)
	Domestic service (3, 10)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 10, 12, 13)
	Agriculture work as a result of human trafficking (2, 15)
	Domestic service as a result of human trafficking (2, 15)
	Drug trafficking, illicit activities, working as thieves in criminal gangs (8, 12, 16)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The Government has not conducted in-depth research on the worst forms of child labor; however, it collected general information on the prevalence of child labor in its 2008–2009 national well-being survey.(17) Angola has not used findings from this survey to develop any strategies to reduce child labor. There is no publicly available information suggesting that the Government has researched the impact of education policies on the prevalence of child labor.

On the country's streets engage in the commercial sexual exploitation, car washing, and the sale of goods.(2, 3, 10, 12) In Huambo, children work at informal markets lifting loads, cooking, and selling goods such as meat and alcoholic beverages.(14) There are reports that Chinese companies employ children in brick-making factories and in rice production.(6, 8)




To avoid import fees, children are forced to act as couriers in illegal, cross-border trade between Angola and Namibia.(1, 15)

Limited evidence suggests that Angolan children are trafficked to Brazil, the Democratic Republic of the Congo, Namibia, South Africa, and to Europe—primarily Portugal—to work in a wide variety of jobs, including those in domestic service and agriculture.(9) Girls as young as 12 years old are trafficked from the Democratic Republic of Congo to Angola.(8)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Angola has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	The Labor Code (18)
Minimum Age for Hazardous Work	Yes	18	Act No. 2/00 (19)
List of Hazardous Occupations Prohibited for Children	Yes		Joint Executive Decree No. 171/10 (20)
Prohibition of Forced Labor	Yes		Constitution of Angola (3, 21, 22)
Prohibition of Child Trafficking	Yes		Articles 22 and 23 of Law No. 3 of 2014; Law on the Protection and Integral Development of Children; Constitution of Angola; Law 2/14 (3, 9, 21-23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 22 and 23 of Law No. 3 of 2014; Law Tourism Code; Law on the Protection and Integral Development of Children (3, 23, 24)
Prohibition of Using Children in Illicit Activities	Yes		Articles 22 and 23 of Law No. 3 of 2014 (23)
Minimum Age for Compulsory Military Recruitment	Yes	18	Military service law 1/93 (9, 25)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Military service law 1/93 (9, 25)
Compulsory Education Age	Yes	12	Law No. 13 of 2001 (26)
Free Public Education	Yes		Law No. 13 of 2001 (26)

During the reporting period, the Government passed a new TIP Law 3/14, which protects all children less than 18 years old from commercial sexual exploitation, prostitution, and from being used in illicit activities.(23)

The Government's list of hazardous work prohibits activities for minors including fireworks production, stone mining, animal slaughter, leather production, brick-making, paper-making, and pornography.(20, 27) Research did not uncover whether this hazardous work list sets forth all work prohibited to minors, or whether it amends existing prohibitions in the labor code.

In 2013, the Government also amended the penal code to criminalize TIP for sexual or labor purposes. The new law also penalizes employers or labor agents who confiscate workers' identity documents, switch contracts without the workers' consent, or withhold payment of salaries.(9) The penalty for sexual or labor trafficking, including acting as an agent of a trafficker, is 8 to 12 years in prison; custodial adults who allow children to engage in trafficking may be subject to 2 to 8 years in prison.(9)

In addition, the Constitution forbids the extradition of Angolan nationals, which may hamper regional efforts to prosecute Angolan nationals involved in international trafficking.(1, 28)

The law establishes that primary education is for 6 years, but does not set a specific start age.(26) The Government reported to the UNESCO Institute of Statistics that education is compulsory until age 12, though it is unclear how this age was determined, as there is no such provision in the law, and research found no official policy statements on the topic.(4) Ending compulsory education age at 12 years leaves children ages 12 to 14 vulnerable to the worst forms of child labor, as they are not required to be in school but are under the minimum legal age for work.(22) A lack of school infrastructure and teaching materials deters children from attending school.(16) The Government cites the lack of human resources and schools as the main obstacles to providing education.(29) However, the Government also seeks to educate parents on the importance of education and is increasing the number of schools and teachers in the country.(3)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Ministry of Public Administration, Employment, and Social Security (MAPESS)	Enforce child labor laws and fine businesses that use child labor; cases requiring further investigation must be transferred to the Ministry of Interior and cases involving prosecution must be transferred to the Ministry of Justice.(3, 12, 22) Employ labor inspectors in all 18 provinces to carry out inspections and joint operations with tax authorities and social service providers.(3, 22, 30, 31)
National Children's Institute (INAC)	Receive complaints related to child labor.(22)
The Courts for Minors	Enforce legislation that protects children from violence, child labor, and prostitution.(32)
Ministry of the Interior and its agencies, including the National Police, Border Police, and Immigration Service	Enforce criminal laws related to trafficking.(33)

Law enforcement agencies in Angola took actions to combat child labor, including its worst forms.



***Labor Law Enforcement***

In 2013, Angola employed 187 labor inspectors; it plans to hire an additional 138 inspectors. In 2013, government agencies charged with the protection of children and families received \$1.09 million; however, it is unclear what amount was provided for labor inspections.<sup>(9)</sup> Inspectors, especially those outside of Luanda, lack necessary resources and sufficient training to carry out their work. In 2013, MAPESS and the ILO held a joint training for child labor enforcement.<sup>(9)</sup> No information is available on how MAPESS conducts its own inspections or joint operations with tax authorities and social service providers.<sup>(9)</sup>

During the reporting period, MAPESS carried out inspections and fined companies for labor law violations; however no data is available on the number and nature of the inspections.<sup>(9)</sup>

No information is publically available on how the Courts for Minors enforce child protection legislation, including child labor and child prostitution.

***Criminal Law Enforcement***

In January 2013, the Angola government carried out the first trafficking investigation in more than 4 years. The case involved 54 children who were trafficked from the province of Huila to work on tomato farms in the southern province of Namibe.<sup>(8)</sup> The INAC investigated the case and met with MAPESS and local farming associations.<sup>(8)</sup> The 54 child-trafficking victims went to the Ministry of Assistance and Social Reintegration (MINARS) shelters before returning to their families.<sup>(8)</sup>

Another case involved teenagers from the province of Huila who were recruited by a Chinese construction company to work in the province of Zaire. The Police Criminal Investigation Unit (DNIC), in collaboration with the provincial arm of the National Institute for Children, rescued the victims and returned them to their families. The recruiter, a Chinese national, was arrested.<sup>(9)</sup> In 2013, another group of 10 minors from Huila province were reunited with their families after being trafficked to Namibe province. A criminal investigation has been initiated, but no additional information is available.<sup>(9)</sup>

**IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The Ministry of Assistance and Social Reintegration (MINARS) and the National Children's Institute (INAC)	Coordinate Government policies to protect the rights of children. <sup>(2, 22)</sup>
National Council of Children (CNAC)	Monitor the implementation of government policies to protect the rights of children through MINARS and INAC. Led by MINARS. Includes the INAC and 17 other ministries and civil society organizations. <sup>(2, 22)</sup>

The process for selecting civil society members of the CNAC lacks transparency, and the UN CRC has expressed concern over this.<sup>(24)</sup>

**V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Angola has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
The Eleven Commitments for Angolan Children*	Outlines the main policies for protecting children's rights; goals include protecting children from exploitation and providing education to every child.(34, 35)
National Strategy to Prevent and Mitigate Violence Against Children*	Guides the Government's efforts to address violence against children.(24)
Plan of Action and Intervention against the Sexual and Commercial Exploitation of Children (NPAI SCEC)	Aims to protect and defend the rights of child victims of sexual and commercial exploitation, including the rehabilitation and social inclusion of the victims.(36)
Free birth registration and free identification cards*	Provides free birth registration for children under age 5 and free identification cards for children under age 11, thereby promoting their enrollment in school and their access to social services.(24, 37). Research indicates, as found by the United Nations Committee on the Rights of the Child (CRC), that a lack of resources limits the Government's free birth registration policy, and there has not been significant progress on increasing birth registration.(24, 38)
The 2005 Angolan Poverty Reduction Strategy*	Serves as the main policy document that guides the Government's antipoverty actions. Supports the Millennium Development Goals and includes as its objectives poverty reduction, democratic governance, crisis prevention, and recovery, environmental protection, and sustainable development.(39)
National Education for All Plan*	Aims to achieve universal primary education by 2015.(2)
Community of Portuguese-Speaking Countries (CPLP)	Includes Angola and other members of the Community of Portuguese-Speaking Countries (Cabo Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe). Approved four target areas where these countries will focus efforts to combat child labor: exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data, and technical cooperation and training.(40-43) During the reporting period, the Government participated in technical meetings with CPLP counterparts, and representatives of Government agencies participated in the child labor conference in Brazil. Angola helped produce and distribute a 30-minute documentary on the child labor situation in CPLP countries. Documentary aired in all five countries.(44)

\*The impact of this policy on child labor does not appear to have been studied.

During the reporting period, Angola held the VI Annual National Child Forum with the theme "Protected Child, Stronger Nation".(45)

In the past, education funding has been inadequate, as noted by the CRC and UNICEF.(24, 38)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Angola funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Mobile schools‡	Ministry of Education program that provides education in mobile schools to migrant children who work with their parents in herding cattle.(9) Programs exist in different provinces including Benguela and the diamond-producing provinces of Lunda Norte and Lunda Sul.(9) Some mobile schools also have kitchens, which facilitate in the Government's school meal program.(9, 45) Programs also include clinics in rural areas. In 2013, the first solar energy mobile school was opened in Luanda.(45, 46)
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and the Caribbean countries and the Pacific group of states (ACP).(47) Collaborated in the production of a documentary on child labor scheduled to air on major television networks in Portuguese-speaking countries in 2013.(48)
Microcredit project‡	MAPESS program that provides cash assistance so their children are not forced to work.(9)
Free Professional Training‡*	MAPESS program that provides free professional training for youth.(9)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Education, Communications, and Art in Defense of Child and Adolescent Rights (ECOAR): the end of child labor!	ECOAR program for teacher training to help raise awareness of the causes and consequences of child labor. One of the main partners of the program is the National Union of Angolan Workers-Central Trade Union (UNTA-CS), which already trained 40 teachers in different schools in Luanda.(13)
System of Indicators for Angolan Children*‡	Government program, launched in 2008, which tracks the System of Indicators for Angolan Children.(24) The System has not been fully developed due to a lack of resources.(24)
Free meals for children*‡	Government program offering free meals for school children.(3, 22) One such program in Benguela, supported by the U.S. Department of Agriculture, NGOs, and the Government of Angola, is reported to have fed more than 220,000 school children. The Angolan Ministry of Education reports similar programs in the provinces of Lunda Norte and Lunda Sul.(3)
Child Protection Networks*‡	National Children's Institute (INAC) and Government partner with civil society organizations program to assist victims of trafficking through child protection networks at the local level.(22)
Schools for Africa Phase II Program*	UNICEF, the Nelson Mandela Foundation, and the Hamburg Society school program, which seeks to benefit 8 million children in 11 African countries by providing greater access to education. As of 2011, the program had reached more than 2,430,000 children in Angola.(49)
Children's shelters, including for child trafficking victims‡	Ministry of Family and Women's Promotion (MINFAMU) and the Organization of Angolan Women children's shelters. There are 51 children's shelters available for child trafficking victims.(8)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Angola.

During the reporting period, the Government hosted many activities to raise child labor awareness, including seminars, radio debates, and two child labor conferences.(9)

Although Angola has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Research did not identify programs that target children engaged in some of the worst forms of child labor, such as trafficking in agriculture, street work, domestic service, mining, and forced labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Angola (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the Palermo Protocol on Trafficking in Persons.	2013
	Ensure that the legal framework fully prohibits hazardous work for children.	2011 – 2013
	Consider including dangerous work in all types of mining, and street work as hazardous work prohibited to children.	2011 – 2013
	Consider allowing the extradition of Angolan nationals involved in cases of international trafficking of children.	2009 – 2013
	Make education compulsory to age 14.	2009 – 2013
Enforcement	Make information publicly available about how labor inspections are conducted, the number of labor inspections performed, and resulting penalties, including child labor violations.	2011 – 2013
	Make information publicly available about how the Courts for Minors' enforce child protection legislation, including child labor and child prostitution.	2011 – 2013
	Make information publicly available about law enforcement officials' training on child trafficking issues, and the number of investigations and prosecutions of child trafficking.	2011 – 2013
	Ensure that complaints related to child labor are investigated by relevant government agencies.	2010 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the labor inspection system, including providing adequate pay to inspection staff.	2009 – 2013
Coordination	Release details on the selection process for civil society members of the CNAC.	2012 – 2013
Government Policies	Use the results of the 2008–2009 national well-being survey to consider the targeting of existing policies and social programs to working children.	2009 – 2013
	Assess the impact that existing policies may have on addressing child labor.	2011 – 2013
	Conduct research on the worst forms of child labor.	2010 – 2013
	Accelerate birth registration and identification processes to promote school enrollment and provide social services to vulnerable children.	2010 – 2013
	Provide more teachers, schools, and funding for education.	2013
Social Programs	Provide sufficient funds to implement the Eleven Commitments for Angolan Children and monitor the System of Indicators for Angolan Children.	2010 – 2013
	Develop and implement programs that target children engaged in agriculture, street work, domestic service, mining, and forced labor and trafficking in these activities.	2010 – 2013
	Assess the impact that existing programs may have on child labor.	2011 – 2013

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# Argentina

## MODERATE ADVANCEMENT

*In 2013, Argentina made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted the Child Labor Law, which amends the Penal Code to penalize the economic exploitation of children with 1 to 4 years of prison. The Government also ratified the ILO Convention on Domestic Workers and enacted the Special Code on Contracting Domestic Workers, a law which prohibits children under the age of 16 from domestic work, and prohibits children between the ages of 16 and 18 from residing where they work. In addition, the Government continued to implement its National Plan to Combat Child Labor (2011-2015), and to administer social programs that expand educational opportunities for children. However, children in Argentina continue to engage in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation. Argentina has not adopted a list of hazardous occupations that are prohibited to children, and appears to lack programs that target working children in all relevant sectors.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Argentina are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-8) Table 1 provides key indicators on children's work and education in Argentina.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	11.0 (366,235)
Attending School (%)	5-14 yrs.	97.2
Combining Work and School (%)	7-14 yrs.	12.3
Primary Completion Rate (%)		109.3

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta sobre Actividades de Niños, Niñas y Adolescentes Survey, 2004.(10)

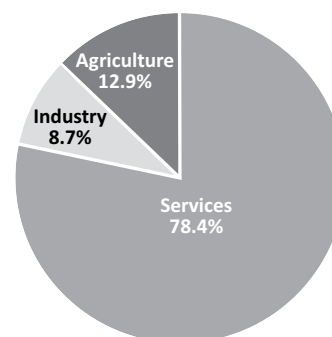
Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting bell peppers,* blueberries, carrots,* corn,* cotton, garlic, grapes, olives, onions,* potatoes,* strawberries, and tomatoes (3, 7, 11-19)
	Harvesting yerba mate (1, 4, 20, 21)
	Harvesting tobacco (7, 22, 23)
Industry	Production of garments (24, 25)
	Production of bricks (14, 26, 27)
	Mining* (7)
Services	Construction, activities unknown (7, 14, 28)
	Street begging and performing, windshield-washing, automobile caretaking (14, 29, 30)
	Refuse collection, recycling, and garbage scavenging (14, 29-32)
	Domestic service (7, 29, 30, 33)
	Manufacturing, activities unknown* (34)
	Transporting goods* (18)



**Figure 1. Working Children by Sector, Ages 5-14**



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (6, 7, 29, 30, 35, 36)
	Forced labor in the production of garments (37-39)
	Used in the production of pornography* (5)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.







Children of Bolivian immigrants are engaged in child labor in agriculture and in the transportation of goods, as well as in forced child labor in the production of garments.(3, 15, 18, 39) Reports also indicate that Paraguayan children are trafficked to Argentina for the purpose of commercial sexual exploitation.(6, 36, 40)

In 2012, the Government of Argentina began incorporating a national child labor survey into the Permanent Survey of Households. However, the survey does not fully encompass rural areas, leaving the prevalence of child labor in agricultural activities unknown.(32, 41) Preliminary results of the 2012 survey, which were released in 2013, indicated a decrease in child labor. However, the full results have not been made publicly available.(32)

## II. Legal Framework on the Worst Forms of Child Labor

Argentina has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2013, the Government ratified ILO Convention 189 Concerning Decent Work for Domestic Workers. Convention 189 requires signatories to specify a minimum age of employment for domestic workers, as well as ensure that work performed by domestic workers who are under the age of 18 and above the minimum age does not deprive them of compulsory education, or interfere with opportunities to participate in further education or vocational training.(42)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Prohibition of Child Labor and the Protection of Adolescent Work Law (26.390); Child Labor Law (26.847); Child and Adolescent Rights Protection Law (26.061); Special Code on Contracting Domestic Workers (26.844) (43-46)
Minimum Age for Hazardous Work	Yes	18	Prohibition of Child Labor and the Protection of Adolescent Work Law (26.390) (43)
List of Hazardous Occupations Prohibited for Children	No		

# Argentina

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Penal Code (Law 11.179); Prevention of and Sanction against Trafficking in Persons and Assistance to Victims Law (26.364); Modifications to Prevention of and Sanction against Trafficking in Persons and Assistance to Victims Law (26.842) (47-49)
Prohibition of Child Trafficking	Yes		Prevention of and Sanction against Trafficking in Persons and Assistance to Victims Law (26.364); Modifications to Prevention of and Sanction against Trafficking in Persons and Assistance to Victims Law (26.842); Child and Adolescent Rights Protection Law (26.061) (45, 48, 49)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Crimes Against Sexual Integrity Law (25.087); Modifications to Prevention of and Sanction against Trafficking in Persons and Assistance to Victims Law (26.842); Penal Code (26.388) (49-51)
Prohibition of Using Children in Illicit Activities	Yes		Possession and Trafficking of Drugs Law (23.737) (52)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Voluntary Military Service Law (24.429) (53)
Compulsory Education Age	Yes	18	National Education Law (26.206) (54)
Free Public Education	Yes		Child and Adolescent Rights Protection Law (26.061) (45)

\* No conscription or no standing military.

During the reporting period, the Government of Argentina enacted the Special Code on Contracting Domestic Workers (26.844). In addition to regulating the employment of domestic workers in private homes generally, this law specifically prohibits children under age 16 from working in the sector.(46, 55) It also prohibits those between the ages of 16 and 18 from doing such work if they have not finished their secondary education, and prohibits them from residing in the homes in which they work.(46) Also during the reporting period, the Government enacted the Child Labor Law (26.847). This addition to Argentina's Penal Code penalizes the economic exploitation of children with 1 to 4 years of prison.(44, 55)

Argentina has not adopted a comprehensive list of hazardous occupations prohibited for children.(36) Article 9 of the Prohibition of Child Labor and the Protection of Adolescent Work Law (26.390) prohibits children ages 16 to 18 from working between the hours of 8 p.m. and 6 a.m.(43) However, with regard to certain manufacturing jobs, Article 9 authorizes children ages 16 to 18 to work until 10 p.m.(43) This provision may expose children to risks related to night work. Article 2 of Law 26.388 of the Penal Code prohibits the use of children in pornographic shows and in the production, publication, and distribution of child pornography.(51) However, Law 26.388 does not criminalize the possession of child pornography for personal use.(28)

### III. Enforcement of Laws on the Worst Forms of Child Labor

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security (MTESS)	Enforce child labor laws, in part through its Coordinating Body for the Prevention of Child Labor and the Regulation of Adolescent Work, a body which trains and deploys inspectors of child labor and adolescent work. Oversee the Commission for the Eradication of Child Labor(CONAETI).(29, 56)
Ministry of Justice and Human Rights	Maintain a Tribunal for disputes in domestic service work and hotlines for reporting cases of child labor and forced labor.(57)
Office for the Rescue and Caring of Victims of Trafficking	Provide legal and other assistance to victims of trafficking for forced labor or commercial sexual exploitation, including child victims. Part of the Ministry of Justice and Human Rights.(30, 58, 59)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of the Public Prosecutor's Anti-Trafficking Division (PROTEX)	Prosecute crimes of trafficking in persons for labor and commercial sexual exploitation; instruct federal personnel in the investigation of trafficking; and design criminal policy in trafficking. Replaces the Specialized Office for the Investigation of Kidnapping and Trafficking in Persons (UFASE).(60-63)
National Immigration Directorate	Direct the National Immigration Police; oversee the rights of migrants; and assist in investigating cases of international trafficking.(15, 64)
Federal Police	Conduct trafficking investigations through its Trafficking in Persons Division.(25)
Federal Administration of Public Revenue (AFIP)	Ensure employer compliance with national laws; assist in workplace and labor-related inspections; and initiate prosecutions of labor violations through the Penal Section of its Social Security Directorate.(25, 65, 66)

Law enforcement agencies in Argentina took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor, Employment, and Social Security (MTESS) employed 547 labor inspectors.(67) While some information on specific inspections is publicly available, a comprehensive count of inspections carried out in 2013 is not publicly available.(68) Moreover, comprehensive information on the particular sectors in which these inspections were carried out, as well as on any sanctions imposed as a result of them, is not publicly available. It is not known whether inspectors received training during the reporting period.

### *Criminal Law Enforcement*

While the Ministry of the Public Prosecutor's Anti-Trafficking Division (PROTEX) has published a report on labor trafficking that includes information on investigations and prosecutions, the report does not disaggregate child labor investigations and prosecutions by year, making these numbers for the reporting period unknown.(63)

## **IV. Coordination of Government Efforts on the Worst Forms of Child Labor**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Eradication of Child Labor (CONAETI)	Coordinate efforts to monitor and eradicate child labor at the national level and implement Argentina's National Plan for the Prevention and Eradication of Child Labor.(29, 69-72) Comprised of the Ministry of Labor, Employment, and Social Security; the Ministry of Social Development; the Ministry of Justice and Human Rights; the Ministry of Security; the Ministry of the Interior; and the Ministry of Health. Includes representatives from the Argentine Industrial Union, the General Confederation of Labor, and the National Secretariat of the Argentine Episcopal Conference are also members.(29) UNICEF and IPEC also provide advisors. Overseen by the Ministry of Labor.(29)
Provincial Commissions for the Prevention and Eradication of Child Labor (COPRETI)	Coordinate efforts, with oversight by CONAETI, to prevent and eradicate child labor at the provincial level.(29, 70, 73). Comprised of representatives of governmental and non-governmental institutions, labor unions, and religious institutions. There are 23 provincial commissions.(29, 70, 73)
National Secretariat for Childhood, Adolescence, and Family (SENNAF)	Establish, through its Childhood and Adolescence Protectorate, public policies that secure rights of children and adolescents; coordinates efforts with other Ministries and entities of civil society; based within the Ministry of Social Development.(74)
Federal Council for Childhood, Adolescence, and Family	Uphold rights of children and adolescents; deliberate on, assess, and plan public policies on child and adolescent rights; and secure the transfer of federal monies to fund provincial programs. Composed of representatives from national and provincial agencies that coordinate with the SENNAF and formed through the Ministry of Social Development.(75, 76)
Child and Adolescent Labor Monitoring Office (OTIA)	Conduct qualitative and quantitative research on child and adolescent labor to provide policy analysis and inform programming to eradicate child labor and regulate adolescent labor. Created through the Undersecretariat of Technical Programming and Labor Studies of the Ministry of Labor.(70, 77)
Coordinating Unit for Children and Adolescents in Danger of Commercial Sexual Exploitation	Provide guidance to relevant institutions and run workshops and research programs regarding commercial sexual exploitation, as well as assist children, adolescents, and their families. Formed within the Ministry of Justice and Human Rights.(78)

# Argentina

## MODERATE ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Network of Businesses Against Child Labor	Develop initiatives to sensitize stakeholders to issues of child labor and programs to prevent and eradicate child labor. Developed through a partnership between the Ministry of Labor, CONAETI, and the businesses that comprise it.(69, 79)
Council for the Rights of Children and Adolescents (CDNNyA)	Develop programs and policies on child labor and the sexual exploitation of children for the City of Buenos Aires.(29, 35)

As part of its coordinating and reporting efforts, the Child and Adolescent Labor Monitoring Office (OTIA) reported that, in November 2013, the MTESS met with the Brick Workers Union (UOLRA) to discuss the Union's efforts to protect adolescent work and eradicate child labor in brick production.(32) The OTIA also reported that, in July 2013, an International Seminar convened various stakeholders to discuss inequalities among children in urban sectors. Participants included the Research Center for Urban Social Policy at the National University of Tres de Febrero, UNICEF, and the Arcor Foundation.(32)

## V. Government Policies on the Worst Forms of Child Labor

The Government of Argentina has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan for the Prevention and Eradication of Child Labor and the Regulation of Adolescent Work (2011-2015)	Calls for actions to address child labor and regulate adolescent work, including awareness-raising, inter-institutional collaboration, stronger inspection mechanisms, and programming in rural and urban settings. Implemented by CONAETI and seeks to mainstream child labor issues into labor and health policies.(71, 80, 81)
National Action Plan for the Rights of Children and Adolescents (2012-2015)	Promotes dignity and rights of children and adolescents in Argentina. Objectives include preventing and eliminating child labor, including its worst forms.(82)
Third Program for Decent Work for Argentina (2012-2015)	Pursues a decent work and social wellbeing agenda in the context of Argentina's Millennium Development Goals (2003-2015) and in consultation with the ILO. Social and economic objectives include the prevention and eradication of child labor.(32, 83)
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(84)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater articulation between governmental agencies, levels of government, and with civil society among MERCOSUR members.(83)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among members states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children; and by exchanging best practices.(85)
Regional Plan for Adolescent Work (2011)	Promotes decent work for adolescent workers. Articulated within MERCOSUR's Strategy for Employment Growth.(83)

In November 2013, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(86)

## VI. Social Programs to Address the Worst Forms of Child Labor

In 2013, the Government of Argentina funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Universal Child Allowance Program (Asignación Universal)*‡	Government of Argentina program funded in part by the World Bank that provides a monthly cash transfer to unemployed parents and workers in the informal economy contingent upon parents' fulfillment of health and education requirements for their children.(32, 87, 88) Created in 2009 and expanded in 2011 to include pregnant women. Currently covers 3.5 million children under the age of 18.(32)
CONAETI Awareness-Raising Campaigns	CONAETI/Network of Businesses Against Child Labor campaigns that make businesses and the general public aware of child labor in sourcing and supply chains.(79)
Harvest Day Care and Future Programs (Jardines de Cosecha y Porvenir)	CORPRETI/Network of Businesses against Child Labor coordinated programs that aim to reduce child labor in crops, such as tobacco and blueberries, where labor is often performed by entire families. Children are placed in day care centers that have educational and recreational programming.(11, 89-93)
Heads of Household Program (Programa Jefes de Hogar)*‡	Ministry of Labor program that seeks to improve the employability of families who have experienced economic hardship.(94)
UNICEF Argentina's Program for the Protection of Children's Rights	Works to protect children from child labor, commercial sexual exploitation, violence, and abuse. Fosters the development of protection systems and dialogue between civil society and local, provincial, and federal state agencies. Priority areas for 2011-2014 concern indigenous and immigrant children and the urban poor.(95)
Regional Action Group for the Americas (Grupo de Acción Regional para las Américas)	Conducts prevention and awareness-raising campaigns that combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(96-98).
Elimination of Child Labor in Latin America (Phase 4)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Argentina.(99)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Argentina. Includes the objective of developing information systems on the worst forms of child labor.(99)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Argentina.

During the reporting period, Argentina continued to implement social programs designed to combat child labor. However, programs that address child labor in agriculture do not address the scope of the problem in the sector, and research did not find programs that specifically targeted children working in urban activities such as refuse collection or street begging and performing.

## VII. Suggested Government Actions to Eliminate the Worst Forms of Child Labor

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Argentina (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Create a list of hazardous occupations prohibited for children.	2009 – 2013
	Expand the prohibition on night work to children ages 16 to 18 who work in manufacturing.	2011 – 2013
	Criminalize the possession of child pornography.	2009 – 2013
Enforcement	Make information publicly available on numbers of labor inspections, the sectors in which inspections are carried out, the sanctions imposed as a result, and labor inspectorate training related to child labor.	2009 – 2013
	Make information publicly available on the numbers of criminal investigations and prosecutions of child labor-related crimes.	2013
Social Programs	Fully incorporate rural areas into the Permanent Survey of Households and make findings on child labor publicly available.	2013
	Assess the impact that social programs, especially the cash transfer programs, may have on reducing the worst forms of child labor.	2010 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Expand programs that target child labor in agricultural activities.	2012 – 2013
	Develop specific programs that target child labor in informal urban activities such as refuse collection or street begging and performing.	2009 – 2013

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*In 2013, Armenia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a National Plan of Action Against Trafficking in Persons for years 2013–2015, which seeks to improve victim identification, including for child laborers, and to conduct surveys on working children. The Government is participating in a project to collect original data and analyze child labor in the country. However, although the extent of the problem is unknown, children continue to engage in child labor in the services sector. The Government lacks a mechanism to coordinate its child labor efforts. Likewise, there are gaps in programs to protect children from exploitative labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Limited evidence suggests that children in Armenia are engaged in child labor in the services sector.(1, 2) Table 1 provides key indicators on children's work and education in Armenia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.1 (30,494)
Attending School (%)	5-14 yrs.	89.8
Combining Work and School (%)	7-14 yrs.	9.9
Primary Completion Rate (%)		100.1

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2010.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (2, 5)
Industry	Construction, activities unknown* (2, 6)
	Servicing cars, including washing them* (2, 5)
Services	Gathering scrap metals* (2, 7)
	Street work, including begging (2, 6, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking (1, 9, 10)
	Forced begging* (10)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Inequities in education in Armenia remain as a result of, gender, geography, and family income, and compulsory education is not well enforced.(8, 11-13) Limited evidence suggests that some children are dropping out of school to work in the informal sectors, including in agriculture and construction, car service, scrap metal, and family business.(2)







# Armenia

## MODERATE ADVANCEMENT

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Armenia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 15 of the Labor Code; Article 32 of the Constitution of the Republic of Armenia (14, 15)
Minimum Age for Hazardous Work	Yes	18	Article 257 of the Labor Code (14)
List of Hazardous Occupations Prohibited for Children	Yes		List of Work Categories Considered Excessive or Harmful for Persons Under the Age of 18, Women Who are Pregnant, and Women Caring for Infants Under the Age of One Year (16)
Prohibition of Forced Labor	Yes		Article 32 of the Constitution of the Republic of Armenia (15)
Prohibition of Child Trafficking	Yes		Articles 132 <sup>2</sup> and 168 of the Republic of Armenia Criminal Code (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 132 <sup>2</sup> of the Republic of Armenia Criminal Code (17)
Prohibition of Using Children in Illicit Activities	Yes		Article 165, 166, 166.1 of the Republic of Armenia Criminal Code (17)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 5 of the Law on Mandatory Military Service (18, 19)
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	16	Law of the Republic of Armenia on Education (18, 20)
Free Public Education	Yes		Constitution of the Republic of Armenia (15)

In 2013, the Government introduced a draft law on improving the identification of and assistance to victims of trafficking and other forms of labor exploitation.(10)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Police/Juvenile Police	Enforce criminal laws.(21) Investigate crimes in which children are victims or perpetrators.(9) Serve as key investigators for enforcing laws against the worst forms of child labor through the Third Division of the Criminal Intelligence Department and the Third Department of the Main Department for Combating Organized Crime, which focuses on human trafficking cases.(18, 22)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
The Police/The Anti-Trafficking Unit	Investigate and enforce criminal laws against child trafficking and the commercial sexual exploitation of children through a staff of seven field officers including the head of the unit.(23) Operate within the Department of Combating High-Tech related (Cyber) Crimes, Human Trafficking, Illegal Migration, and Terrorism, of the General Department on Combating Organized Crime.(21)
The Police/ Unit to Investigate Human Trafficking, Illegal Drug Trafficking and Organized Crime	Investigate and enforce criminal laws against child trafficking and the commercial sexual exploitation of children.(22) Operate within the Department on Especially Serious Crimes within the General Department of Investigations, through a staff of 10 investigators including the head and the deputy head.(21)

Law enforcement agencies in Armenia took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

In July 2013, the Government adopted Decree #857-N that created a new Public Health Inspectorate under the Ministry of Health. The function of this body was formerly split between the State Hygiene and Anti-Epidemic Inspectorate under the Ministry of Health, and the State Labor Inspectorate under the Ministry of Labor and Social Affairs.(21) Although labor inspections are part of its mandate as noted in the decree, it is unclear what the primary function of the new body will be.(21)

In 2012, the Government employed 126 labor inspectors and had an allocated budget of approximately \$713,290. The inspectorate was also provided with 16 service cars and one laboratory car.(24) According to a government official, this number is not sufficient to cover the hundreds of thousands of entities in the country and to proactively investigate exploitative child labor.(25, 26) Research did not uncover the number of labor inspectors employed or the allocated budget for the reporting period. The Government does not have a specific mechanism for registering child labor complaints, and no cases of child labor were found during the reporting period.(11, 23, 25)

According to the Government, labor inspectors received training, which included issues pertaining to child labor.(18) Research did not uncover information on the extent to which child labor was addressed or whether the worst forms were included in the training. As a component of the National Plan of Action against Trafficking in Persons for years 2013–2015, labor inspectors are to receive specific training on child exploitation issues, particularly child trafficking.(18)

### ***Criminal Law Enforcement***

In 2013, 340 police officers were trained on human trafficking issues, including the trafficking of children. Seventy-three police officers received additional training from two NGOs, Hope and Help and the United Methodist Committee on Relief (UMCOR), on anti-trafficking with a focus on the trafficking of children for labor.(21, 22) In addition, Armenian labor inspectors, police officers, investigators, and prosecutors participated in a roundtable event on forced labor and human trafficking, including child labor cases. Participants discussed inconsistencies in labor legislation, collaboration, and coordination of activities in the field, and scenarios for identifying and processing human trafficking cases quickly.(27)

In 2013, law enforcement investigated a total of 23 criminal cases involving minors.(18) Nine individuals were prosecuted and their cases were sent to the courts. In addition, 10 out of the 11 minor victims identified during the 2013 investigations were referred to social service providers Hope and Help, UMCOR Armenia, the Children Support Center Foundation, and the Zatik Children Support Center.(18) One case involving a trafficked minor resulted in a conviction and sentence of 7 years in prison.(10)

Implementing the provisions of the Criminal Procedural Code on victim and witness protection continued to be difficult due to lack of both funding and an appropriate victim-witness protection mechanism.(1, 28)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

Although the Government has established coordinating mechanisms to combat human trafficking, research found no evidence of coordinating mechanisms to combat other worst forms of child labor (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The Ministerial Council to Combat Human Trafficking (Anti-TIP Ministerial Council)	Implement, coordinate, and monitor government efforts on human trafficking.(10, 18) Chaired by the Deputy Prime Minister and comprised of various officials from 17 government entities.(10)
Inter-Agency Working Group against Trafficking in Persons (IAWG)	Advise, organize, and implement decisions made by the Anti-TIP Ministerial Council.(10) Chaired by the Ministry of Foreign Affairs and comprised of officials from all government entities. Includes non-governmental stakeholders such as NGOs, international organizations, and social partners in regularly scheduled meeting sessions.(10, 18)

Various agencies in Armenia work on child protection, along with an interagency National Commission on the Protection of Children's Rights.(18, 22) In 2013, the Commission created a working group to prevent begging by children throughout the country. The working group included representatives from the Ministry of Labor and Social Affairs, the Ministry of Health, and the Ministry of Education.(18) The Parliamentary Working Group on Child Rights continued to help strengthen child rights institutions in Armenia.(27)

The Government also has a National Referral Mechanism (NRM) which defines procedures and responsible government agencies for identification, referral, assistance, and protection of trafficking victims, including children.(10, 18) Victim assistance includes in-kind, legal, medical, and psychological support, and the integration into various social, education, and employment projects.(10) During the reporting period, the Ministerial Council to Combat Human Trafficking (Anti-TIP Ministerial Council) and the Inter-Agency Working Group against Trafficking in Persons (IAWG) met regularly to share information and make implementation and policy decisions.(21) The two groups focused on taking steps to address the National Plan of Action Against Trafficking in Persons for years 2013–2015, particularly those related to child trafficking.(10)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Armenia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Strategic Program on the Protection of the Rights of Children in Armenia for 2013–2016	Adopted through Government Decree #1694-N.(23, 24, 27). Focuses activities —through the child labor component of the program, “On approving the RA Strategic Program on the Protection of Children's Rights for 2013–2016 and the schedule of activities of the 2013–2016 Strategic Program on the Protection of Children's Rights for 2013–2016 and on recognizing as invalid the RA Government Decree of December 18, 2003 #1745-N”— in three areas: (1) data collection on working children, (2) awareness-raising on the rights of working children, and (3) implementation of oversight mechanisms for children's work.(27)
National Plan of Action Against Trafficking in Persons for years 2013–2015†	Expands upon the main objectives and activities of previous action plans and includes special provisions for trafficking of children. Objectives are to improve victim identification, including for child laborers, conduct surveys among working children, improve prevention efforts, and work with the media on the format and approach to reporting on human trafficking cases.(29) Strategies and activities fall under five sections: (1) legislation on action against trafficking in persons and enforcement of laws; (2) prevention of trafficking in persons; (3) protection of and support to victims of trafficking in persons; (3) cooperation; and (4) surveys, monitoring, and evaluation.(29)
Country Program for 2010–2015*	Develops plans, with UNICEF, for an enhanced child care system; a continuum of child protection services to identify and respond to violence, exploitation and abuse of children; and a comprehensive policy framework for protecting vulnerable children.(30)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The Government collects information on trafficking of children as part of its reporting on trafficking in persons.(21) The National Commission on the Protection of Children's Rights has concluded that more recent country-specific data are needed on the worst forms of child labor in Armenia.(23)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Armenia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)†	USDOL-funded project implemented by the ILO in 10 countries, including Armenia, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(31)
When September Comes program*	Ministry of Labor and Social Affairs program, implemented by charitable organizations, that assists families with children excluded from secondary education and families of “deceased freedom fighters” with three or more children of school age. Provides school supplies, clothing, and food.(18)
Secondary School Education to Contribute to the Prevention of Trafficking in Persons in Armenia, Azerbaijan, and Georgia	Regional project supported by the IOM, with the cooperation of the Ministry of Education and Science to introduce a module on counter-trafficking, including child exploitation, into the school curriculum.(28, 32)
Police hotline†	Police-supported hotline for human trafficking and migration-related calls.(22)
The UN Development Assistance Framework (UNDAF) plan for Armenia (2010–2015)*	UN program that focuses on developing vocational training and technical assistance programs targeted at the most vulnerable youth.(27, 33)
The Stakeholders Acting Together for Strengthened Child Protection in Armenia*	3-year government and USAID project that aims to improve the well-being of the most vulnerable children by building the human resource and institutional capacity of the child protection system. Combined budget of \$2.5 million.(34)
Daycare Centers*‡	Government supported daycare centers providing alternatives to working children and day-time centers provide services for children with special needs.(21) In 2013, Government co-funded four day-time centers to support up to 250 children , and fully owned and operated an additional three to support up to 100 children each.(21, 22, 24, 35)
Shelter for victims of human trafficking‡	Co-funded Government shelter run by the United Methodist Committee on Relief (UMCOR) Armenia that provides victims of human trafficking with medical, psychological, social, and legal services. In 2013, the Government allocated approximately \$16,100 in funding for the shelter.(10)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Armenia.

Research found no evidence of any programs specifically for assisting children engaged in agriculture or informal work in the country.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Armenia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Fully enforce the compulsory education requirement.	2011 – 2013
Enforcement	Increase the number of labor inspectors and train them on child labor issues.	2009 – 2013
	Implement an adequate victim-witness protection mechanism for criminal proceedings.	2011 – 2013
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2013
Government Policies	Implement activities under the child labor component of the program on the protection of the rights of children in Armenia for 2013–2016 as intended under Government Decree #1694-N.	2012 – 2013
	Address the gender, geographic, and economic barriers that prohibit some children from accessing education.	2010 – 2013
	Develop policies to combat the worst forms of child labor in agriculture and the informal sector.	2010 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Assess the impact of the Armenia Country Program's enhanced childcare system, continuum of child protection services, and comprehensive policy framework for protecting vulnerable children on the worst forms of child labor in the country.	2011 – 2013
Social Programs	Create programs to address the specific needs of children in the worst forms of child labor, such as children engaged in the informal sectors.	2009 – 2013
	Assess the impact that existing programs may have on child labor, including its worst forms.	2011 – 2013

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*In 2013, Azerbaijan made a moderate advancement in efforts to eliminate the worst forms of child labor. The president signed several amendments to the Criminal Code and to the Law of the Republic of Azerbaijan on the Fight against Trafficking in Persons to strengthen protections for children who may be victims of human trafficking, and raise penalties against those involved in human trafficking. The Ministry of Labor and Social Protection of Population (MLSPP), and the State Committee on Family, Women and Children's Affairs (SCFWCA) also signed a Joint Action Plan (2013-2015) on Elimination of Child Labor Exploitation. However, children in Azerbaijan continue to engage in child labor in both agriculture and street work. Research found limited evidence of government programs to address child labor in sectors where it exists.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Azerbaijan are engaged in child labor in agriculture and street work.(1-9) Table 1 provides key indicators on children's work and education in Azerbaijan.

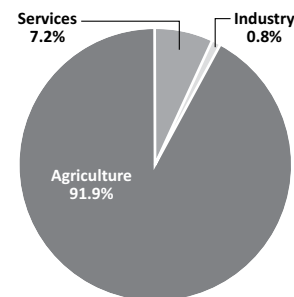
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	4.5 (70,034)
Attending School (%)	6-14 yrs.	94.3
Combining Work and School (%)	7-14 yrs.	4.9
Primary Completion Rate (%)		92.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey (SIMPOC) Survey, 2005.(11)

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cotton, tea,* and tobacco† (2, 4-6, 12-15)
Industry	Construction, activities unknown* (2, 14)
Services	Street work such as begging, washing cars, and street vending (1-5, 7, 9, 16, 17)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (3, 7, 9, 16, 18) Forced labor, including forced begging (16, 18, 19)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children are largely found working in the agriculture sector, which includes cotton, tea, and tobacco production. Evidence suggests that the number of child laborers involved in the production of cotton, tea, and tobacco has considerably declined in the past decade, although the significance of the decline is unknown.(2, 5, 13, 16, 20) Evidence also suggests that Roma children are particularly vulnerable to forced begging.(18)







# Azerbaijan

## MODERATE ADVANCEMENT

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Azerbaijan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 42 of the Labor Code of the Republic of Azerbaijan (21)
Minimum Age for Hazardous Work	Yes	18	Section 250 of the Labor Code of the Republic of Azerbaijan (21)
List of Hazardous Occupations Prohibited for Children	Yes		Sections 98 and 250-254 of the Labor Code of the Republic of Azerbaijan; Decision 58 of the Cabinet of Ministers in 2000 (21, 22)
Prohibition of Forced Labor	Yes		Article 35 of the Constitution of the Azerbaijan Republic (23)
Prohibition of Child Trafficking	Yes		Law of the Republic of Azerbaijan on the Fight against Trafficking in Persons; Article 173 of the Criminal Code of the Azerbaijan Republic (24-26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 171, 242-244 of Criminal Code of the Azerbaijan Republic (24)
Prohibition of Using Children in Illicit Activities	Yes		The Law of the Republic of Azerbaijan on the Rights of the Child; Criminal Code of the Azerbaijan Republic (24, 27, 28)
Minimum Age for Compulsory Military Recruitment	Yes	18	Articles 2 and 3 Law on Military Obligation and Military Service (29, 30)
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	17	Education Law of Azerbaijan (16, 29, 31, 32)
Free Public Education	Yes		Education Law of Azerbaijan (32)

In 2013, the president signed amendments to the Criminal Code and to the Law of the Republic of Azerbaijan on the Fight against Trafficking in Persons to strengthen protections for children who may be victims of human trafficking and raise penalties against those involved in human trafficking.(9, 26, 33) In addition, the President also signed into force tougher penalties for criminal acts related to forced labor.(19) The Labor Code only covers workers with written employment contracts; therefore, protections exclude children working without a written employment agreement. In February of 2014, the president also signed amendments to the Administrative Offenses Code and the Criminal Code that proscribe a fine or imprisonment for employing people without an effective employment agreement.(9, 26)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Ministry of Labor and Social Protection of Population (MLSP)	Enforce laws related to the worst forms of child labor.(34)
State Labor Inspectorate within the MLSP	Enforce child labor laws, particularly provisions of the Labor Code.(2, 35)
Ministry of Internal Affairs (MIA)	Function as the central executive agency responsible for public security, prevention and exposure of criminal offences, including child trafficking and begging.(2) Enforce trafficking laws and investigate trafficking violations, and enforce criminal laws related to the use of children in illicit activities.(7) Refer children who are victims of human trafficking to social services for assistance with school enrollment, registering for recreational activities, and obtaining proper documentation.(7) Assist trafficking victims obtain proper documentation as part of a larger government effort to assist children without birth registrations, a group that is particularly vulnerable to trafficking.(7, 16, 25, 36-38)
The Commission on juvenile issues and protection of minors' rights	Coordinate efforts on enforcement of laws related to the worst forms of child labor. Located under the Cabinet of Ministers and consists of relevant state agencies.(34)

Law enforcement agencies in Azerbaijan took actions to combat child labor, including its worst forms.

#### ***Labor Law Enforcement***

In 2012, the Ministry of Labor and Social Protection of Population (MLSP) employed 230 labor inspectors.(3) However, research did not reveal information on the number of labor inspectors employed in 2013. Officials of the State Migration Service, the Ministry of Internal Affairs (MIA), and MLSP were trained on countering human trafficking.(9) The MLSP did not provide information on whether inspectors received training on laws and the enforcement of laws relating to child labor and/or hazardous child labor. A source suggests that NGOs believe that inspectors are not adequately trained on child labor, including hazardous child labor.(9)

In 2012, the Labor Inspectorate conducted 8,341 inspections. The Government did not make the number of inspections involving child labor for the reporting period publically available.(7) The Ministry does conduct unannounced inspections, but those inspections are not planned or tracked.(4) In addition, the Government does not have a mechanism for filing and responding expeditiously to complaints about child labor.(9)

#### ***Criminal Law Enforcement***

In 2013, the State Labor Inspection Service identified two child labor violations involving the employment of children in the service and trade sectors. In both cases, the employers received a \$1,275 (1,000 AZN) fine and the victims were returned to their parents.(19) In addition, the MIA reported three cases of underage prostitution.(9, 19) The MIA did not make available additional information on investigations and convictions.(9) One source suggests that the SCFWCA and some NGOs do not view the number of prosecutions of labor and human trafficking violations involving children as sufficient given the scope of the problem.(7)

### **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
State Committee on Family, Women and Children's Affairs (SCFWCA)	Serve as the primary central executive body responsible for implementing child-related policies.(2)
MIA and SCFWCA	Maintain an inter-agency case management database on child rights.(28)
The National Referral Mechanism for Trafficking in Persons	Coordinate over 15 government ministries and committees anti-trafficking efforts. Led by a National Coordinator at the Deputy-Minister within the MIA.(38)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Control-Coordination Group	Work with the Ministry of Education and SCFWCA to develop a national database for local agencies to identify children who are not in school and to track absentees over time and across districts. By the end of the reporting period, one monitoring action occurred covering 23 schools, 11 internet clubs, and four restaurants across the country.(34, 39) Established out of the State Program on Poverty Reduction and Sustainable Development in 2008-2015. Comprised of representatives from the State Committee on Family, Women and Children Affairs, the Ministries of Education, and Health and Labor and Social Protection of Population.(34)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Azerbaijan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Joint Action Plan (2013-2015) on Elimination of Child Labor Exploitation†	Joint action plan between the MLSP and the SCFWCA to coordinate activities. Framework includes: (1) preparation of social awareness raising campaigns on negatives consequences of child labor exploitation; (2) organization of seminars and round tables with the participation of various state agencies with the purpose of reinforcing the fight against child labor; (3) conducting research on the situation of child labor throughout the country; and (4) conducting trainings for labor inspectors.(34)
National Action Plan on the Protection of Human Rights	Seeks to ensure that the Criminal Code is compatible with international standards on preventing the sexual exploitation of children, and to strengthen efforts to fulfill the ILO child labor conventions, respectively. Addresses human trafficking and calls for rehabilitation centers for victims.(29, 40)
2009-2013 National Action Plan for Combatting Human Trafficking	Aims to improve the coordination of activities, the effectiveness of the prosecution of perpetrators and the protection and rehabilitation of victims of trafficking by identifying the parties responsible for each objective of the 2009 National Action Plan.(41, 42) The 2009 National Action Plan targets the underlying social problems that contribute to trafficking.(37, 42) First Deputy Minister of Internal Affairs oversees the implementation of the Plan.(19)
The UN Development Assistance Framework (UNDAF) (2011-2015)	Seeks to improve identification, referral, and legal support services for victims of trafficking, as well as to build the capacity of judiciary and law enforcement personnel.(43, 44)
The Poverty Reduction Strategy (PRS)	Seeks to improve social protection for the most vulnerable populations, including child laborers. Calls for developing a National Action Plan on abandoned and street children.(45) Includes a plan to improve efforts to make schools better and more accessible, and to decrease educational costs, for example, with free textbooks and hot meals for children.(45)

† Policy was launched during the reporting period.

In 2013, the MLSP and the SCFWCA drafted and signed an action plan for the protection of children's rights that includes monitoring to track child labor cases, raids on private enterprises and rural households, and public awareness campaigns on child labor prevention.(46) The Council of Ministers is reviewing the plan.(9, 30) The Government also began drafting a National Action Plan (2014-2018) to follow the current 2009-2013 National Action Plan for Combatting Human Trafficking. At the conclusion of the reporting period, the draft Plan was pending approval by the Cabinet of Ministers.(19) Evidence suggests that the Government is working on capacity building of local governments to provide social services, and on developing a plan to reduce youth unemployment, particularly in rural areas. These plans are not yet complete.(9)

In 2012, the Government established a task force composed of the Ministries of Labor, Internal Affairs, Education, the SCFWCA, and NGOs to create guidelines for implementing the National Action Plan on the Protection of Human Rights. According to one NGO representative of the task force, members conducted monitoring visits to places in which child labor is known to occur, such as restaurants and bazaars, with the intention of drafting new child labor standards for both businesses and government agencies.(7) Research did not uncover the status of the draft standards.



## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Azerbaijan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
The program of social rehabilitation and social reintegration of child victims of trafficking†‡	Government program implemented by the MLSPP, SCFWCA, and Ministry of Education that assists children who are victims of trafficking and their families by establishing a system of monitoring the social reintegration of child victims of trafficking, and providing for professional development of psychologists and medical professionals. Designated for 2014-2016.(30)
Center of Assistance for Victims of Human Trafficking	MLSPP supported program that provides medical, psychological and social rehabilitation, and reintegration assistance to victims of trafficking.(19, 38)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor in Azerbaijan.(47)
Targeted Social Assistance (TSA) program*‡	MLSPP run program that provides cash transfers to low-income families. Introduced in 2006 and by the end of the reporting period had reached 139,573 families (612,114 individuals).(48)
MLSPP supported grants*†‡	Government awarded grants totaling over \$2.5 million (2 million AZN) to local NGOs to establish eight centers to provide social services to vulnerable children including street children and orphans.(9) NGOs reported that the centers had been effective in providing services, and may have contributed to a reduction in child labor. However, it was also noted that the centers ran out of funds by the end of the year, and are closed. It is unclear the number of children served, or whether the Government will continue to fund this program.(9)
MIA identification document program*	Provides identification documents to undocumented minors who may be street children or victims of human trafficking. In 2013, 21 children were provided with identification documents.(9)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Azerbaijan.

Research has found limited evidence of government funding for social programs to specifically address child labor in agriculture or other sectors where child labor exists. Programs to prevent the worst forms of child labor primarily address human trafficking. Government authorities have undertaken a number of programs, sometimes in cooperation with international organizations or NGOs, under the auspices of the National Action Plan on Combating Human Trafficking. These programs aim to prevent trafficking, and to protect and assist victims through public awareness campaigns and the provision of shelter and psychological and employment assistance for trafficking victims.(18)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Azerbaijan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure protections are afforded to children who are legally permitted to work and working without written employment contracts.	2011 – 2013
Enforcement	Implement a system to track and monitor labor inspections, including unannounced inspections.	2011 – 2013
	Report whether and how investigations are targeted at sectors with child labor.	2011 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in construction to inform policies and programs.	2013
	Target programs specifically to children in the worst forms of child labor, such as agriculture, and their families.	2009 – 2013
	Assess the impact that social protection programs may have on child labor to determine whether expansion of the program may significantly impact child labor in agriculture and forced child labor in prostitution and begging.	2011 – 2013

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*In 2013, Bahrain made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government issued an updated list of hazardous occupations prohibited for children. Although the problem does not appear to be widespread, children are engaged in commercial sexual exploitation. Minors working in family enterprises are exempt from some provisions of the Labor Law. In addition, the Government has not conducted research to determine the extent and nature of the worst forms of child labor in the country. Furthermore, the Government has no policies or coordinating mechanisms to address all worst forms of child labor, nor does it have programs to address child labor in domestic service.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bahrain are engaged in the worst forms of child labor in commercial sexual exploitation, although there is no evidence to suggest that this problem is widespread.(1) Data on key indicators on children's work and education are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (%)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(2)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Street begging* (4)
	Domestic service* (5)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (1)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182

There is no evidence that the Government has conducted or participated in research to determine the extent to which children are engaged in the worst forms of child labor.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Bahrain has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 50 of the Labor Law; Article 24 of Law No. 36 of 2012, Promulgation of the Labor Law in the Private Sector (6, 7)
Minimum Age for Hazardous Work	Yes	18	Article 51 of the Labor Law; Article 27 of Law No. 36 of 2012, Promulgation of the Labor Law in the Private Sector (6, 7)
List of Hazardous Occupations Prohibited for Children	Yes		Ministerial Order No. 23 of 2013 (8)
Prohibition of Forced Labor	Yes		Article 13 of the Constitution (9)
Prohibition of Child Trafficking	Yes		Article 1 of the Law to Combat Trafficking in Persons; Law (10, 11)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 324–325 of the Penal Code; Article 39 of Law No. 37 of 2012 Promulgating the Child Law (12–14)
Prohibition of Using Children in Illicit Activities	Yes		Article 59 of Law No. 37 of 2012 Promulgating the Child Law (14)
Minimum Age for Compulsory Military Recruitment	N/A*		(15)
Minimum Age for Voluntary Military Service	Yes	18	Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict (1, 15)
Compulsory Education Age	Yes	15	Education Act No. 27 (4)
Free Public Education	Yes		Article 7 of the Constitution (9)

\* No conscription or no standing military.

In 2013, the Government issued an updated list of hazardous occupations that are prohibited to children.(8)

Minors working in enterprises that employ only family members are exempt from the Labor Law, leaving them vulnerable to hazardous work.(7) The Penal Code states that any person who relies on prostitution or immorality for his or her livelihood will be punished with imprisonment.(12, 13) This prohibition may enable the prosecution of child victims of commercial sexual exploitation.

The Government has issued Ministerial Orders requiring employers to maintain employment contracts for any domestic workers.(16, 17) The 2012 private-sector labor law extended some provisions, such as annual leave, to domestic workers.(6, 7, 18, 19)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws along with Labor Market Regulatory Authority (LMRA). Share information with LMRA on child labor cases, including through systems for referring cases to the judiciary when warranted.(1) 24 MOL labor inspectors investigate labor law violations, including violations of child labor laws.(1)
LMRA	Enforce child labor laws with the MOL. LMRA inspectors may also perform labor inspections, particularly concerning foreigners' work permits and working situations.(20, 21)
Ministry of the Interior	Enforce criminal laws that prohibit the worst forms of child labor in coordination with the Ministry of Social Development (MOSD), the Ministry of Justice and Islamic Affairs, and the Office of the Public Prosecutor, as needed. Through the Criminal Investigation Directorate, oversee a 12-person unit that investigates potential cases of trafficking and commercial sexual exploitation.(1)

Law enforcement agencies in Bahrain took actions to combat child labor, including its worst forms, during the reporting period.

### *Labor Law Enforcement*

Ministry of Labor inspectors received some training from the ILO on international standards on child labor.(1) Research did not reveal information on funding levels of any agencies responsible for labor law enforcement, number of inspections, and number of child labor law violations found or citations issued.

### *Criminal Law Enforcement*

The Ministry of the Interior's Criminal Investigation Directorate (CID) investigated cases of trafficking of children for commercial sexual exploitation. The Office of the Public Prosecutor investigated cases of trafficking referred from CID and LMRA, though it is not clear whether any of those cases involved children.(1) No information on the number of cases investigated, violations found, citations issued, or prosecutions pursued was found.

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

Although the Government has established the National Committee on Combating Human Trafficking, research found no evidence of coordinating mechanisms to combat other forms of child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee on Combating Human Trafficking	Coordinate trafficking policies and organize educational and outreach campaigns to raise awareness on trafficking in persons.(22, 23)

The National Committee on Childhood protects children's rights and promotes the educational, social, cultural, and psychological development of children.(4, 24) In 2013, the National Committee on Combating Human Trafficking finalized its work plan for 2013–2014.(25, 26)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

Research found no evidence of any policies to address child labor, including its worst forms.

## **VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR**

In 2013, the Government of Bahrain funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
Dar al Aman Shelter*†	NGO-run shelter provides legal, medical, and psychological services for victims (including children) of trafficking, labor exploitation, and commercial sexual exploitation.(11, 13)
Child Protection Center*†	Government center that provides treatment and counseling to child victims of abuse, including economic exploitation.(4, 27)



**Table 7. Social Programs to Address Child Labor (cont)**

Program	Description
Social Welfare Dignity Home*‡	Government program that provides services to homeless persons and beggars, including children.(4)
Toll-Free Hotline*‡	MOSD hotline that receives calls on reported cases of child abuse and child labor.(1, 28)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Bahrain.

The MOSD's hotline for reporting suspected cases of child labor has primarily been used to report suspected cases of physical or sexual abuse of children.(23, 28) It is unknown how many complaints were received, or how many were related to child labor. Despite the programs listed in Table 7, research found no evidence of programs specifically aimed at protecting children engaged in domestic service.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bahrain (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure there are protections against hazardous work for children in family businesses.	2012 – 2013
	Ensure that child victims of commercial sexual exploitation are not prosecuted under the Penal Code.	2010 – 2013
Enforcement	Make data on child labor law enforcement publicly available.	2009 – 2013
Coordination	Establish a mechanism to coordinate government efforts to combat child labor.	2009 – 2013
Government Policies	Develop a national plan of action to address the worst forms of child labor, including in commercial sexual exploitation and domestic service.	2009 – 2013
Social Programs	Assess the impact that existing programs may have on child labor.	2013
	Gather the number of complaints made to the MOSD hotline and disaggregate the number of complaints to discern how many of them relate to child labor.	2013
	Develop programs to address the issue of children working in domestic service.	2010 – 2013
	Conduct research to determine the scope of children's involvement in the worst forms of child labor in Bahrain.	2010 – 2013

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# Bangladesh

## MODERATE ADVANCEMENT

*In 2013, Bangladesh made a moderate advancement in its efforts to eliminate the worst forms of child labor. The Government issued a Statutory Regulatory Order identifying 38 occupations considered hazardous for children ages 14 to 18 and adopted the Children's Act, which harmonizes national law with international standards on child protection, including extending the legal definition of a child to 18 years. The Government also increased its capacity to enforce child labor laws through the recruitment and training of an additional 39 labor inspectors, for a total of 183 labor inspectors. With support from the ILO, the Bangladesh Bureau of Statistics conducted a National Child Labor Survey by including a child labor module in the National Labor Force Survey. However, children in Bangladesh continue to engage in child labor in agriculture and in services. In addition, the Government's Child Labor Unit is no longer functioning, children working in the informal sector lack protections, and the Domestic Workers Protection and Welfare Policy has yet to be approved.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bangladesh are engaged in child labor, including in agriculture and services.(1, 2) Child labor occurs more in rural areas than in urban areas and the type of work children are engaged in differs by geographic location.(1) Children working in the coastal areas, specifically in the Chittagong and Kuakata regions, may be employed in the shrimp and dried fish sector, while children working in the northern areas may be employed in the local cigarette or 'bidi' industry.(1) Table 1 provides key indicators on children's work and education in Bangladesh.

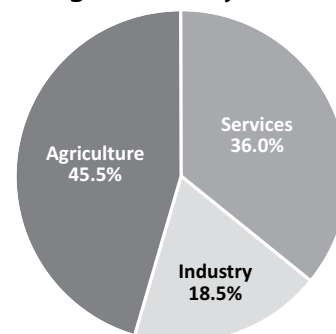
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	10.1 (3,717,540)
Attending School (%)	5-14 yrs.	81.2
Combining Work and School (%)	7-14 yrs.	6.8
Primary Completion Rate (%)		74.6

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2005-2006.(4)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including gathering honey,* collecting tea leaves,* and poultry farming (2, 4-9)
	Gathering and drying fish (2, 7, 10, 11)
	Collecting and processing shrimp (2, 5, 12)
Industry	Mining salt† (2, 5)
	Production of bidis and cigarettes,† bricks,† footwear, garments and textiles, glass,† jute, leather,† matches,† soap,† and steel furniture† (2, 5-9, 13-21)
	Ship breaking† (2, 19, 20)
	Welding† (2, 22)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Construction, activities unknown† (6, 22)
	Carpentry* (2)
Services	Pulling rickshaws (2, 5, 22)
	Repairing automobiles† (2, 5)
	Domestic work (2, 18)
	Street work, including garbage picking, recycling, vending, begging, and portering (2, 5, 6, 18)
	Working in hotels and restaurants* (2, 5)
Categorical Worst Forms of Child Labor‡	Forced labor in the drying of fish (23, 24)
	Forced begging (25, 26)
	Use of children in drug and arms smuggling (2, 5, 27)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 28, 29)
	Street work and domestic service as a result of human trafficking (28, 29)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.







Some children work under forced labor conditions in the dried fishing sector to help their families pay off debts to local moneylenders.(24) Some Bangladeshi children are trafficked internally and others across borders for commercial sexual exploitation.(28) Children are also trafficked internally for street work and domestic service.(28)

Although by law education is free and compulsory in Bangladesh, the associated costs of teacher fees, books, and uniforms prevent many children from attending school.(2, 7)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Bangladesh has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	The Labor Code (30)
Minimum Age for Hazardous Work	Yes	18	The Labor Code (30)
List of Hazardous Occupations Prohibited for Children	Yes		List of Hazardous Occupations and Working Conditions Prohibited for Children 2011; List of Worst Forms of Work for Children 2013 (11, 31)
Prohibition of Forced Labor	Yes		Articles 370 and 374 of the Penal Code; Chapter 1 and Chapter of the Human Trafficking and Deterrence Act of 2012; and Article 34 of the Constitution (32-34)
Prohibition of Child Trafficking	Yes		The Human Trafficking and Deterrence and Suppression Act of 2012 (34)

# Bangladesh

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 372 and 373 of the Penal Code; Suppression of Immoral Traffic Act of 1933 (35); Suppression of Violence Against Women and Children Act (SVWCA) (2, 36); Articles 78 and 80 of the Children's Act 2013 (37)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Suppression of Immoral Traffic Act of 1933 (35); Suppression of Violence Against Women and Children Act (SVWCA) (2, 36)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	16, 17	Air Force (16 years plus 18 to 36 weeks training); Army (17 years plus nine months training) (2, 38)
Compulsory Education Age	Yes	10	Primary Education (Compulsory) Act, 1990 (39)
Free Public Education	Yes		Article 17 of the Constitution (33)

\* No conscription or no standing military.

The Labor Code excludes many sectors of the economy in which children work, including small farms, family enterprises, street work, and domestic service.(30) However, in 2013, the Government of Bangladesh revised the Labor Code to include further protections in formal establishments for children ages 14 to 18. In particular, the amendments require employers to obtain clear age documentation and mandate that the government periodically update the list of hazardous occupations for children ages 14 to 18.(40) In 2013, the Government issued a Statutory Regulatory Order and published a list of hazardous work prohibited for children ages 14 to 18.(41) The list highlights 38 occupations including ship breaking, leather manufacturing, construction, and automobile repair.(31)

In addition, the Government of Bangladesh adopted the Children's Act of 2013 (Act No. 24 of 2013), which harmonizes national law with international standards on child protection, including extending the legal definition of childhood to 18 years.(7, 37, 42)

The 2010 National Education Policy raised the age of compulsory education from grade five (age 10) to grade eight (age 14); however, until the law is amended to reflect the new compulsory education age, the policy is not enforceable.(2, 43-45) This standard makes children ages 11 to 14 particularly vulnerable to the worst forms of child labor, as they are not required to be in school and might engage in activities that jeopardize their health and safety.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Office of the Chief Inspector of the Department of Inspection for Factories and Establishments, Ministry of Labor and Employment (MOLE)	Enforce labor laws, including those on child labor.(2, 43, 46)
Ministry of Home Affairs (MOHA)	Enforce the country's forced labor and anti-trafficking laws, including child trafficking and commercial sexual exploitation. Operate an anti-trafficking police unit in Dhaka, composed of seven police officers charged with investigating all forms of trafficking. Provide anti-trafficking training to police officers and other public officials and chair an inter-ministerial anti-trafficking committee that oversees and monitors national- and district-level efforts to combat human trafficking.(2, 41, 47, 48)
Child Protection Networks	Respond to a broad spectrum of violations against children, including child labor. Overseen by the Ministry of Social Welfare (MSW). Composed of officials from a variety of sectors mandated to act on prevention, prosecution, and protection of any violations; monitor interventions; and develop referral mechanisms at the district and sub-district ( <i>upazilla</i> ) levels between law enforcement and social welfare services.(2, 6, 7, 41)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Rescue, Recovery, Repatriation, and Reintegration Task Force	Provide referrals for children trafficked from India per process outlined in Standard Procedures (SOP) Guidelines. Operated by the Ministry of Home Affairs, Ministry of Foreign Affairs, and UNICEF's Task Force.(25)

Law enforcement agencies in Bangladesh took actions to combat child labor, including its worst forms, during the reporting period.

### ***Labor Law Enforcement***

In 2013, the Directorate of the Chief Inspector of Factories and Establishments (DFIE), within the Ministry of Labor and Employment (MOLE), employed 183 labor inspectors nationwide. This marked an increase of 39 from the previous year.(7, 41, 46, 49) In addition, in January 2014, the Government issued orders to hire an additional 392 labor inspectors; which once implemented would bring the total number of labor inspectors to 575.(49) As of July 2014, these new labor inspectors have yet to be hired because of bureaucratic challenges.(41, 50) DFIE conducts unannounced inspections in both factories and small businesses to investigate various labor issues, including child labor. In 2013, DFIE conducted approximately 500 inspections per month.(41) Working from one of 31 offices located across the country, each inspector conducts between 4 and 20 inspections monthly, depending on the inspector's capacity and number of facilities.(2, 41) Five inspection teams are assigned to monitoring labor violations in the shrimp sector, and specialized monitoring teams regularly inspect export factories in the ready-made garment sector.(2, 43, 51) In 2013, the ILO and the German Government provided training to new labor inspectors, including on the Labor Code (as well as child labor) and inspection techniques.(52)

No enforcement data were publicly available during the reporting period, including the number of child labor investigations, prosecutions, and convictions. While reports indicate that child labor inspections occurred in export garment factories and shrimp processing, child labor inspections were infrequent, with no oversight of the children working in the informal sector, including unregistered subcontractors in the garment sector.(6, 21) On March 30, 2014, MOLE, with support from the ILO, launched a publicly accessible database for labor inspections in all export factories in the ready-made garment sector. The inspection information is under review for quality control and has yet to be included in the database.(7, 41)

### ***Criminal Law Enforcement***

In 2013, the Government reported 377 trafficking cases resulting in 172 prosecutions and 14 convictions. No information is available as to whether these investigations, prosecutions, and convictions involved child victims of human trafficking.(25)

The Ministry of Social Welfare (MOSW) provides services to trafficking victims. However, there is no systematic referral system for the police to inform the MOSW about trafficking victims.(25) To date, the Government of Bangladesh and the Government of India have not formally signed an MOU to bring the Standard Operating Procedures (SOP) of the Rescue, Recovery, Repatriation, and Reintegration Task Force into official use, although NGOs report that the two governments are using this system.(25) NGOs also note that there are no formal referral mechanisms for children trafficked from other countries. They allege that government officials refer victims back to the NGOs that initially identified and rescued them.(25)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

# Bangladesh

## MODERATE ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Child Labor Unit, MOLE	Coordinate and supervise programs to combat child labor, monitor child labor elimination program activities, and oversee the collection and storage of data in the Child Labor Monitoring Information System.(48, 51, 53)
National Child Labor Welfare Council	Coordinate various government agencies and NGOs that implement programs to reduce child labor and eliminate the worst forms of child labor. Ensure child labor programs align with the National Child Labor Eradication Policy (NCLEP). Prepare annual reports on the state of child labor. Monitor child labor at the district and subdistrict ( <i>upazilla</i> ) levels.(2, 6, 7, 46, 54, 55)
Counter-Trafficking National Coordination Committee, MOHA	Work with other government agencies and international and national NGOs through bimonthly coordination meetings on trafficking, including child trafficking. Oversee district countertrafficking committees, which oversee anti-trafficking committees for subdistricts and for smaller administrative units (unions).(25, 28, 41)

MOLE's Child Labor Unit is no longer functioning. However, MOLE is working to create a permanent body on child labor within its ministry. MOLE's proposal for this permanent body is currently pending with the Ministry of Public Administration.(41)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bangladesh has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Child Labor Eradication Policy (NCLEP) (2010)	Aims to eliminate the worst forms of child labor by 2015 by initiating interventions that will sustainably remove children from the worst forms of child labor and provide them with viable work alternatives.(43, 46, 56)
Child Labor National Plan of Action (NPA) (2012–2016)	Lays out NCLEP's implementation strategy and includes elimination of child labor in other sectoral plans and strategies.(55)
Sixth Five-Year Plan (2011–2015)	Includes the elimination of child labor as a government priority and identifies the NCLEP as the policy and NPA as the plan to eliminate it.(57)
National Plan of Action to Combat Human Trafficking (2012–2014)	Recognizes the Government's ratification of international conventions on child labor and the development of NCLEP as the means to address child labor.(58)
National Labor Policy	Includes provisions on the prohibition of child labor in both the informal and formal sector in urban and rural areas. Specifies that the Government will take necessary actions to ensure children do not engage in hazardous labor and creates opportunities for children to access primary education.(59)
National Education Policy (2010)*	Specifies the Government's education policy, including pre-primary, primary, secondary, vocational and technical, higher, and non-formal education policies.(45)
National Plan of Action for Education for All (2003–2015)	Targets child laborers for non-formal basic education programs.(60)
National Skills Development Policy (2011)	Outlines skills development program for legally working-age children as a means of contributing to a workplace free from child labor.(61)
National Policy for Children (2011)	Acknowledges NCLEP's strategy to eliminate child labor.(62)

\*The impact of this policy on child labor does not appear to have been studied.

During the reporting period, senior government officials, international organizations, and officials of Bangladeshi NGOs met to discuss the Domestic Workers Protection and Welfare Policy, which was drafted in 2010. If implemented, the Policy would help protect the rights of child domestic workers and include domestic service on the List of Hazardous Occupations and Working Conditions Prohibited for Children; it continues to await official approval.(7, 63)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Bangladesh funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description and Objectives
Eradication of Hazardous Child Labor, Phase III†	Three-year government program that targets 50,000 children between ages 10 and 14 for withdrawal from hazardous labor through non-formal education and skills development training.(43, 64)
Initiative to Eliminate Child Labor from Urban Slums and Rural Areas	Collaboration between UNICEF, the Ministries of Women and Children's Affairs, and MOSW. Two-year project that provides conditional cash transfers and employment training, outreach and referral services, and social protection services for 500,000 children and 30,000 adolescents.(2)
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Project†	\$7.7 million USDOL-funded, 4-year capacity building project implemented by the ILO in at least 10 countries, to build local and national capacity of the Government to address child labor. In Bangladesh, aims to build local and national capacity of the Government to address child labor by improving legislation on child labor. This includes bringing local or national laws into compliance with international standards; improving monitoring and enforcement of laws and policies on child labor; developing, validating, adopting, and implementing the NPA; and enhancing the implementation of national and local policies and programs aimed at the reduction and prevention of child labor.(65)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Bangladesh.(66)
Expanding the Evidence Base and Reinforcing Policy Research for Scaling Up and Accelerating Action Against Child Labor	USDOL-funded, 3-year project implemented by ILO-IPEC to provide technical assistance to develop a national child labor survey. The Bangladesh Bureau of Statistics collected data from January 1 to December 31, 2013 for a National Child Labor Survey as part of the Labor Force Survey. Final report scheduled to be published and disseminated in 2014.(67, 68)
Trafficking Project	USAID-funded project that builds the capacity of the police to identify and prosecute traffickers, expand public awareness on trafficking, and provide services to trafficking victims.(2, 46)
Shelter Project‡	Nine shelters provide services to women and children who have experienced violence, including trafficking.(2, 46)
Child Helpline*	Project funded by the Danish International Development Agency that provides child helpline service.(2, 46, 69)
Community-Based Working Child Protection Project‡	MOHA project that aims to combat human trafficking in Dhaka. Objectives include enhancing preventive and protective measures, improving victim care, and strengthening the Government's capacity to prosecute trafficking-related crimes.(7, 36, 46, 51, 70)
Actions for Combating Trafficking in Persons‡	In collaboration with the government, IOM-implemented project that aims to combat human trafficking, enhance preventive and protective measures, improve victim care, and strengthen the Government's capacity to prosecute trafficking-related crimes.(36, 46, 51, 70)
Employment Generation for the Ultra Poor*‡	Government program that provides short-term employment for the rural poor.(71, 72) From 2012 to 2013, the Government of Bangladesh allocated approximately \$148 million for this program.(73)
Vulnerable Group Development Program*‡	Government program that provides vulnerable families with food assistance and training in alternative income-generating opportunities.(46, 74, 75) Government of Bangladesh allocated approximately \$96 million to this program in 2012 and 2013.(73)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Bangladesh.

Although Bangladesh has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem in the informal sector.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bangladesh (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact legislation to provide protections for children working in domestic service, on the streets, in small-scale agriculture and family enterprises.	2009 – 2013
	Ratify the Palermo Protocol on Trafficking in Persons.	2013
	Amend the law to reflect the policy that education is compulsory through grade eight and to match the minimum age for work.	2012 – 2013
Enforcement	Publish statistics, disaggregated by age, on the number of child labor and trafficking inspections conducted and the prosecutions and convictions that ensued.	2012 – 2013
	Develop and implement a labor inspection strategy that targets child labor in the informal sector and that conducts inspections with sufficient frequency.	2013
	Create a service referral mechanism for all trafficked children.	2013
Coordination	Approve MOLE's proposal for a permanent child labor coordinating mechanism to combat child labor.	2013
Government Policies	Finalize and enact the Domestic Workers Protection and Welfare Policy draft.	2013
	Assess the impact that existing education policies may have on reducing child labor.	2013
Social Programs	Implement programs to overcome the prohibitive fees associated with education and to specifically address the worst forms of child labor in the informal sector.	2013
	Assess the impact that existing social protection programs may have on reducing child labor.	2010 – 2013

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# Barbados

## MINIMAL ADVANCEMENT

*In 2013, Barbados made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government has conducted its first prosecution of commercial sexual exploitation of children under the Transnational Organized Crime Act, and began a community outreach program to raise public awareness of human trafficking. However, although evidence is limited, children in Barbados are reported to engage in the worst forms of child labor in commercial sexual exploitation and drug trafficking. The Government does not currently have a comprehensive policy framework to address all worst forms of child labor, and legislative gaps remain. For example, Barbados lacks a legally enforceable list of hazardous occupations prohibited for children.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although evidence is limited, children in Barbados are reported to engage in the worst forms of child labor in commercial sexual exploitation and drug trafficking.(1-6) Table 1 provides key indicators on children's work and education in Barbados. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		104.0

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Used in drug trafficking* (2-6)
	Commercial sexual exploitation sometimes as a result of human trafficking* (1, 4-6)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Older men reportedly engage children in commercial sexual exploitation in exchange for material goods.(1) The Government has acknowledged the need to conduct a national child labor survey to assess the magnitude of the problem.(9, 10) However, it does not appear that the Government has undertaken such research.(3, 9)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Barbados has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government of Barbados has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography or the Palermo Protocol on Trafficking in Persons.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Employment (Miscellaneous Provisions) Act; Recruiting of Workers Act (11, 12)
Minimum Age for Hazardous Work	Yes	18	Employment (Miscellaneous Provisions) Act (11)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Offences Against the Person Act (13, 14)
Prohibition of Child Trafficking	Yes		Transnational Organized Crime (Prevention and Control) Act (15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sexual Offences Act (16)
Prohibition of Using Children in Illicit Activities	Yes		Protection of Children Act; Drug Abuse (Prevention and Control) Act (17, 18)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Defence Act (19)
Compulsory Education Age	Yes	16	Education Act (20)
Free Public Education	Yes		Education Act (20)

\* No conscription or no standing military.

Part IV of the Employment Act sets the minimum age of employment at 16 for industrial undertakings, but not for all kinds of work.(11) The Recruiting of Workers Act specifies that children between the ages of 14 and 16 can be engaged in light work with parental consent.(12) However, a list of occupations constituting light work has not been established.(6, 21) The Employment Act prohibits the engagement of children below the age of 18 in night work and any occupation that is likely to harm their safety, health, or morals. This includes industrial undertakings such as mining and quarrying.(11) However, despite reports that the Ministry of Labor has created a comprehensive list of hazardous occupations prohibited to all children under the age of 18, it does not yet have legal effect.(5, 9, 22)

The Defence Act sets the minimum age for voluntary enlistment at 18.(19) However, those who wish to enlist before age 18 can do so with parental consent if they are at least 17 years and 9 months old.(5, 23)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

# Barbados

## MINIMAL ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Conduct labor inspections and enforce child labor laws.(3, 5)
Royal Barbados Police Force	Make criminal arrests for infractions involving the trafficking, use in illicit activities, and commercial sexual exploitation of children. Maintain a Sex Crime and Trafficking Unit, which was further consolidated in 2013.(3, 5, 24)

Law enforcement agencies in Barbados took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) employed 17 inspectors to enforce labor laws, and there were no reported child labor violations. The government did not carry out inspections specifically devoted to child labor but checked for the problem during routine inspections. This number of inspectors and their resources were deemed sufficient with respect to the scope of the problem.(5) Inspectors did not receive training specific to child labor during the reporting period.(5)

### *Criminal Law Enforcement*

In 2013, the MOL's 17 inspectors also enforced criminal laws related to the worst forms of child labor. While this number of inspectors was deemed sufficient with respect to the scope of the problem in Barbados, the government did not carry out criminal inspections specific to child labor.(5) During the reporting period, the Government led an anti-trafficking operation that removed one child from commercial sexual exploitation. As of the writing of this report, the perpetrators are facing charges under the Transnational Organized Crime Act, which would be the first prosecution under this law.(5) Officers from the Police Force, the Immigration Department, and other agencies received training in the prevention of human trafficking, anti-trafficking laws, and in identifying victims and referring them for services.(24)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Task Force for the Prevention of Human Trafficking	Train personnel to identify victims of trafficking among vulnerable populations; sensitize government officials to trafficking issues. Composed of 11 members with representatives from several government agencies, NGOs, and interest groups. Initiated the Sex Crime and Trafficking Unit within the Police force.(3, 24)
Child Labor Committee	Coordinate efforts to abolish child labor between government agencies, NGOs, and other civil society organizations. Established by the Ministry of Labor in 2004.(3, 25)

In 2013, the National Task Force for the Prevention of Human Trafficking, along with the Bureau of Gender Affairs, continued an extensive outreach program to raise public awareness of human trafficking, entitled "Not Again: Trafficking in Persons – Modern Day Slavery."(24) The National Task Force also facilitated dialogue on ways to improve labor legislation.(5) It has been reported that the CLC has not been active for several years due to a reported absence of child labor cases.(3, 5)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Barbados has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Work Plan on Human Trafficking†	Addresses human trafficking in Barbados and contains specific measures with regard to the prosecution of violators, the protection of victims, and the prevention of trafficking.(5, 24)

† Policy was launched during the reporting period.

In October 2013, the Government hosted a regional capacity-building conference to combat trafficking in select Eastern Caribbean countries.(5, 26) In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(27) The Government does not have a comprehensive policy framework to address all worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Barbados funded and participated in programs that may have an impact on child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Identification, Stabilization, Enablement, and Empowerment (ISEE) Bridge Program*‡	Ministry of Social Care, Constituency Empowerment, and Community Development program that aims to reduce poverty by addressing employment and education.(28, 29) Targets 30 families to work closely with social workers.(3, 5, 29, 30)
UNICEF Multi-Country Programme for the Eastern Caribbean 2012-2016*	Government of Barbados and UNICEF initiatives that address women's and children's issues. Includes the Health and Family Life Education Curriculum and the Schools Positive Behaviour Management Programme (formerly the Child Friendly School Initiative).(4)
School Meal Subsidy*‡	Ministry of Education, Science, Technology and Innovation program that targets low income families to encourage school attendance.(3, 5)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Barbados.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Barbados (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography and the Palermo Protocol on Trafficking in Persons.	2013
	Amend the Employment Act to establish a minimum employment age of 16 for all sectors of economic activity and adopt a list of occupations constituting light work permissible for children below age 16.	2009 – 2013
	Officially incorporate into the legal framework and make publicly available a list of hazardous occupations prohibited for children.	2011 – 2013
Enforcement	Ensure that labor inspectors receive training specific to child labor violations.	2013
	Ensure that inspections are carried out to identify children in the worst forms of child labor, especially the commercial sexual exploitation of children and the use of children in drug trafficking.	2010 – 2013
	Publicly report on the number of child labor inspections conducted, including inspections of child commercial sexual exploitation and children's involvement in illicit activities.	2013
Coordination	Reactivate the Child Labor Committee to coordinate government efforts to combat the worst forms of child labor.	2011 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, including the commercial sexual exploitation of children and the use of children in drug trafficking.	2013
Social Programs	Conduct a comprehensive study to assess the nature and extent of the worst forms of child labor, especially the commercial sexual exploitation of children and the use of children in drug trafficking. Use the results of this study to develop policies and programs that address the worst forms of child labor.	2009 – 2013
	Assess the impact that the existing school meals and poverty reduction programs may have on addressing the worst forms of child labor, especially the commercial sexual exploitation of children.	2010 – 2013

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*In 2013, Belize made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted a new law and amended an existing law to increase protections against the commercial sexual exploitation of children. In addition, the Government provided training on child labor issues to its labor inspectors and increased funding to a key social program to encourage school attendance. However, children in Belize continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Important gaps remain in the country's legal framework on the worst forms of child labor. In addition, the impact of many of the Government's development and education policies and programs on child labor remains unknown.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Belize are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-5) Table 1 provides key indicators on children's work and education in Belize.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.3 (6,934)
Attending School (%)	5-14 yrs.	93.5
Combining Work and School (%)	7-14 yrs.	8.9
Primary Completion Rate (%)		116.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvest bananas, citrus, and sugarcane (1-3, 8, 9)
Services	Street peddling (3)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 3, 9-12)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Agricultural work and street peddling are reported to often take place in the company of parents.(3, 9) It has also been reported that children working in the agricultural sector may be vulnerable to forced labor.(12) Limited evidence suggests that some poor families may, in an effort to cover school fees, push their children into commercial sexual exploitation, for example by providing sexual favors in exchange for gifts and money.(12, 15) Access to education is sometimes hindered when schools charge fees and where parents must pay for textbooks, uniforms, and meals.(11, 13, 14)

Reports indicate that in 2013 the Government collected data on child labor that it intends to publish in 2014.(9) The 2011 Multiple Indicator Cluster Survey, conducted by UNICEF in collaboration with the Government, found that children ages 5 to 11 work at higher rates than those ages 12 to 14, and that child labor was more prominent in rural areas.(8, 16)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Belize has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12	Labour Act; Shops Act (17, 18)
Minimum Age for Hazardous Work	Yes	18	Families and Children Act (19)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Labour Act (17, 20)
Prohibition of Child Trafficking	Yes		Trafficking in Persons (Prohibition) Act (21)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Commercial Sexual Exploitation of Children (Prohibition) Act; Criminal Code (22, 23)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Defence Act (24)
Compulsory Education Age	Yes	14	Education and Training Act; Education Act (13, 25)
Free Public Education	Yes		Education Act (13)

\* No conscription or no standing military.

In January 2013, the Government of Belize enacted a new Trafficking in Persons (Prohibition) Act, which prohibits the trafficking of all persons, including children, and replaces the Trafficking in Persons Act of 2003.(8, 9) The new law prescribes punishments from 1 to 8 years imprisonment if the victim is an adult, up to 12 years if the victim is a child, and up to 25 years if the case involves sexual assault.(21, 26) Also in January 2013, the Government passed a Commercial Sexual Exploitation of Children (Prohibition) Act.(23) These new laws, along with the Criminal Code, which has been updated to make sexual assault legislation gender-neutral, criminalize all forms of child sexual exploitation, including child pornography.(9, 22, 23, 26) However, Article 3(2) of the Commercial Sexual Exploitation of Children (Prohibition) Act excepts consensual sex with a child ages 16 and 17, where a person gives or promises remuneration or other benefits. This provision leaves these children vulnerable to the worst forms of child labor.(12, 15, 23)

Article 169 of the Labour Act sets the general minimum age of employment at 12 years. Article 164 of the Labour Act sets the minimum age of employment for any public or private industrial undertaking at 14 years, and other legislation, for example the Shops Act, sets the minimum age at 14 for work in wholesale or retail trade or business.(17) The ILO's Committee of Experts has requested that the Government of Belize ensure that a minimum age of work applies to all sectors, and not only to industrial undertakings and shops.(18, 27)

Although the 2009 National Child Labor Policy identified a list of hazardous occupations prohibited for children, the Government of Belize has yet to formally adopt this list into law.(8, 28, 29) In addition, research could not determine whether there are laws that prohibit the use of children in specific illicit activities, such as drug trafficking.(28, 30) Although Article 45 of the Education Act makes primary and secondary education tuition-free in Belize, schools may charge fees with the approval of the Chief Education Officer.(13)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Local Government, and Rural Development (MOL)	Enforce laws related to child labor and hazardous child labor.(2, 8, 9)
Department of Human Services (DHS) of the Ministry of Human Development and Social Transformation	Receive referrals regarding child labor cases; train Immigration and Labor officers, as well as the Belize Police Department, in making referrals.(2, 9)
Belize Police Department (Sexual Offense and Family Violence Units)	Investigate cases of commercial sexual exploitation and human trafficking.(2, 8, 9)

Law enforcement agencies in Belize took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) increased its number of labor inspectors from 25 to 26. These inspectors continue to operate in 10 offices throughout the country.(8, 9) The MOL's 2013 budget was not sufficient to ensure adequate inspections across the country, which are also hindered by road infrastructure and other constraints.(9) During the reporting period, all inspectors received training regarding child labor. While the number of inspections in 2013 is unknown, there were no reported child labor violations.(9)

#### *Criminal Law Enforcement*

In 2013, there were no investigations pursuant to criminal laws on child labor, and no reported violations of these laws.(9) The Government reportedly considered three trafficking cases during the reporting period, but it is not known whether these cases involved children.(9) It was reported that the MOL's 26 labor inspectors, who coordinate with the Police in criminal investigations, might receive training in 2014 on the new laws on trafficking in persons and the commercial sexual exploitation of children.(9) It is not yet known if this training has been provided.

### IV. Coordination of Government Efforts on the Worst Forms of Child Labor

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Child Labor Committee (NCLC)	Coordinate efforts between Ministries to combat child labor and implement National Child Labor Policy.(27) Led by the Ministry of Labor, Local Government, and Rural Development (MOL) and comprised of 15 government and civil society members.(2, 8, 29)
Anti-Trafficking in Persons Committee (ATIP)	Train law enforcement officials and educate the public about the commercial sexual exploitation of children. Led by the Vice Minister of Human Development and Social Transformation and includes 12 other government agencies and civil society organizations.(2, 8, 31, 32)

In 2013, both the National Child Labor Committee (NCLC) and the Anti-Trafficking in Persons (ATIP) Committee continued to operate and work on issues related to the worst forms of child labor.(9)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Belize has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Child Labor Policy	Establishes a rights-based framework to eradicate child labor. Priority areas include strengthening current child labor laws, creating new legislation to address existing gaps, and providing educational assistance to former and current child laborers.(8, 27, 29) Promotes awareness and advocacy efforts, strengthening of government institutions and services, and training of labor officers to identify and provide care to child laborers.(8, 29)
CARE Model	Coordinates protection, care, and monitoring of sexually exploited and trafficked children. Outlines the role of the DHS and Police in receiving allegations of the commercial sexual exploitation of children; makes referrals to other agencies for services; and protects children from future exploitation.(2, 32)
National Plan of Action for Children and Adolescents (2004-2015)	Calls for the revision of current child labor legislation, develops protocols to improve interagency coordination, increases institutional capacity to enforce legislation, strengthens child labor prevention programs, and carries out awareness-raising campaigns. Prioritizes child labor issues, including the worst forms of child labor.(8, 9, 16, 33)
National Development Framework, Horizon 2030*	Promotes economic growth and improves national well-being. Recognizes education as a basic human right and ensures access to quality education through secondary school.(34, 35)
Ministry of Education's Early Childhood Development Policy	Promotes the rights of children, from conception to age 8, and provides support to all primary caregivers. Aims to develop innovative programs targeting families of child laborers, particularly those engaged in the worst forms of child labor, and ensures those children attend school.(36)
Ministry of Education's Belizean Education Sector Strategy (2011-2016)*	Aims to improve quality and accessibility of education by focusing on retention rates, years of attendance, and teacher training. Stems from collaboration between the Ministry of Education, Caribbean Development Bank, and other educational stakeholders.(37)

\*The impact of this policy on child labor does not appear to have been studied.

In November 2013, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(38)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Belize funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Building Opportunities for Our Social Transformation (BOOST) program*‡	Government poverty-reduction initiative, funded in part by the World Bank, that provides monetary incentives for families who comply with program requirements.(8, 39) Families must ensure that their children ages 5 to 17 maintain annual school attendance record of 85 percent.(2, 8, 39, 40). Program has been expanded for a second consecutive year.(9)
Primary School Completers Program*‡	Government education program that increases school enrollment by providing families with cash subsidies contingent upon children completing primary education.(8, 30)
Certification of Primary School Teachers Program*‡	Country-wide teacher training program that improves quality of instruction, school attendance, and completion rates.(8)
Enhancement of the Belize Teaching Force*	\$1.2 million project, financed by the Inter-American Development Bank, that trains teachers to improve instruction and increase school attendance and completion rates.(41)
Special Envoy for Women and Children Outreach Program‡	Special Envoy for Women and Children campaign that raises awareness of the commercial sexual exploitation of children; includes hosting conferences and producing public service messages.(9)
Global Action Program on Child Labor Issues Project	USDOL project implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> established by the Hague Global Child Labor Conference in 2010. Aims to improve evidence base on child labor through data collection and research.(42)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Belize.

Although the Government of Belize has a program to address the commercial sexual exploitation of children, research found no evidence that it has carried out programs to assist children working specifically in agriculture. The Government continues to face budgetary constraints for social programs that address child labor, and poverty remains high.<sup>(9)</sup> More than 40 percent of the Belizean population continues to live below the poverty line, with more than 16 percent living in extreme poverty. In rural areas, where indigenous peoples largely reside, these rates reach even higher levels.<sup>(39, 43, 44)</sup>

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Belize (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Commercial Sexual Exploitation of Children (Prohibition) Act to penalize transactional sex with children ages 16 and 17.	2013
	Amend legislation to ensure the minimum age of work is 14 in all sectors.	2013
	Adopt a list of hazardous occupations prohibited for children.	2009 – 2013
	Verify whether laws prohibit the use of children in specific illicit activities, such as drug-trafficking.	2013
Enforcement	Make information publicly available on enforcement efforts to combat the worst forms of child labor, including the number of complaints, investigations, convictions, and penalties.	2009 – 2013
	Ensure that labor inspectors have sufficient resources to conduct labor inspections.	2009, 2011 – 2013
	Ensure that law enforcement officers receive training on the commercial sexual exploitation of children and on new trafficking in persons and commercial sexual exploitation laws.	2013
Government Policies	Assess the impact that education and development policies have on the worst forms of child labor.	2012 – 2013
Social Programs	Further increase access to education by eliminating all fees as well as providing transportation and school materials.	2011 – 2013
	Develop programs aimed at reducing the worst forms of child labor, including agriculture.	2009 – 2013
	Assess the impact that current government programs aimed at increasing access to secondary education, improving teacher training, and providing comprehensive early childhood education have on the worst forms of child labor.	2012 – 2013

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*In 2013, Benin made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government implemented a nationwide anti-child labor awareness campaign and signed a bi-partite agreement with a Beninese worker association to reduce child labor through increased collaboration. Government officials handled 62 child trafficking cases and 11 exploitive child labor cases, referred 23 suspects to the court system on child labor and trafficking charges, and provided shelter to 173 victims of trafficking. However, children in Benin continue to engage in child labor in agriculture, and in the worst forms of child labor in domestic service. Enforcement efforts in Benin are inadequately funded and staffed, and sentences for those who subject children to the worst forms of child labor were reduced to misdemeanors. Furthermore, Benin's national action plan pertaining to the worst forms of child labor remains unfunded and its national action plan pertaining to child protections has not been fully funded.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Benin are engaged in child labor in agriculture and in the worst forms of child labor in domestic service.(1-3) Table 1 provides key indicators on children's work and education in Benin.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	31.5 (850,785)
Attending School (%)	5-14 yrs.	58.2
Combining Work and School (%)	7-14 yrs.	20.0
Primary Completion Rate (%)		70.5

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2006.(2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cotton† and cashews,* activities unknown (1, 4, 5)
	Fishing,* activities unknown (6, 7)
Industry	Collecting, crushing, washing, and sieving stones for gold mining*† and granite quarrying† (4, 5, 7-9)
	Crushing stone into gravel*† (5, 8, 9)
Services	Domestic service in third party homes (vidomegon)† (5, 6, 10-15)
	Work as mechanic† and in the transportation industry† (3, 7, 8, 14)
	Street vending,† including gasoline (3-5, 7, 8)
	Dressmaking and carpentry (6)
Categorical Worst Forms of Child Labor‡	Forced, indentured, and bonded labor in agriculture,* including in the production of cotton, sometimes as a result of human trafficking (4, 6, 15-18)
	Forced street begging and forced labor of talibe in construction and agriculture by Koranic teachers (2, 4, 15, 19-23)
	Forced labor in fishing* (6)
	Commercial sexual exploitation sometimes as a result of trafficking (2, 4-6, 15, 24-26)
	Forced or bonded labor in domestic service (vidomegon), sometimes as a result of trafficking (4-6, 10-15, 18, 26-28)
	Trafficking of children for labor in construction, stone quarries,* and markets (6, 11, 23, 25, 26, 29-35)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Benin

## MODERATE ADVANCEMENT

A 2013 ILO-IPEC study found 2,553 children working in 102 surveyed mines and quarries across Benin.(9) Children who work in quarries are subject to long working hours and to physical injuries and illnesses from dynamite explosions, falling rocks, collapsing quarry walls, and dust inhalation.(8, 9, 19, 36) A UNICEF study of 3 markets in Benin revealed more than 7,800 children working in the markets; the majority of these children were selling goods.(37) Children working in markets are exposed to injuries, and sexual and physical abuse.(37)

Through the system of *vidomegon*, girls, as young as age 7, work as domestic servants in exchange for housing.(4, 6, 10-13) While such arrangements may be voluntary, some children in domestic service are engaged in forced or bonded labor. Children in domestic service frequently work long hours, receive insufficient food, and are vulnerable to verbal, physical, and sexual abuse.(10, 13, 26, 27) Some boys, placed in the care of Koranic teachers to be educated, are forced by their teachers to beg on the street, work in construction or in agricultural fields, or sell goods in the market.(4, 19-23)




Although trafficking in Benin is primarily conducted internally, Benin is also a source, transit, and destination country for trafficked children.(11, 24, 30, 33) Children are trafficked within Benin for the purpose of domestic service, commercial sexual exploitation, and labor on farms, in stone quarries, and in markets.(29-32) Children are trafficked from Benin to West and Central Africa for domestic work and to work in quarries and in agriculture, including in the production of cocoa. Although evidence is limited, there are reports that children are also trafficked from Benin to Central Africa to work in fishing.(6, 11, 18, 26, 30, 33, 34, 38) Children are also trafficked from Benin to West Africa for commercial sexual exploitation.(30, 38) Research on Beninese children trafficked abroad shows that these children endure sexual and physical abuse, malnourishment, and in some cases, death.(30) Children from West Africa are also trafficked to Benin for commercial sexual exploitation, domestic service, and for labor in agriculture and quarries.(5, 26, 30, 32, 38)

Access to quality education is a critical component in preventing the economic exploitation of children.(2, 30, 39-41) Benin lacks the teaching staff and educational infrastructure to ensure all children have access to education.(42) In addition, limited evidence suggests that schoolchildren are subjected to verbal, physical, psychological, and sexual abuse at school. Abuses range from beatings with sticks, whips, or belts, to sexual abuse by teachers.(5, 43, 44) School-based violence may discourage families from sending their children to school.(43)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Benin has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code (45)
Minimum Age for Hazardous Work	Yes	18	List of Hazardous Work Activities Prohibited for Children Under Age 18 (46)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
List of Hazardous Occupations Prohibited for Children	Yes		List of Hazardous Work Activities Prohibited for Children Under Age 18 (46)
Prohibition of Forced Labor	Yes		Law Relating to the Transportation and Trafficking of Minors; Penal Code (47, 48)
Prohibition of Child Trafficking	Yes		Law Relating to the Transportation and Trafficking of Minors (47)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law on the Prevention and Repression of Violence Against Women and Children; Law Relating to the Transportation and Trafficking of Minors; Penal Code (47, 48)
Prohibition of Using Children in Illicit Activities	Yes		Law Relating to the Transportation and Trafficking of Minors; and Penal Code (7, 47)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law Relating to the Transportation and Trafficking of Minors; and Act 63-5 of May 3, 1963 (47)
Minimum Age for Voluntary Military Service	Yes	18	Law Relating to the Transportation and Trafficking of Minors; and Act 63-5 of May 3, 1963 (47)
Compulsory Education Age	Yes	11	Act No 2003-17 of November 11, Article 24 (5, 49)
Free Public Education	Yes	Progressively Free*	Constitution (50)

\* Progressive introduction of free education over a period of time.

Beninese law is not completely consistent with international standards regarding child labor. Although Article 4 of the Law Relating to the Transportation and Trafficking of Minors prohibits the use of a child in pornography, the sale or possession of child pornography is not prohibited in Benin.(19, 51, 52) Benin's Child Code is a compilation of existing legislation related to children's rights, education, protection, labor, and health. The Child Code's second volume, which contains a bill on child protection and amendments pertaining to offenses involving minors, has been pending adoption by the National Assembly since 2009.(19, 53) In 2013, the Government of Benin took measures to update the Labor Code. The new Labor Code, still in draft form, proposes to increase penalties for child labor violations and to increase the minimum age of employment from age 14 to age 15.(7)

Although by law primary school is compulsory and progressively free, in practice some parents must pay tuition and the cost of books and uniforms if their schools have insufficient funds.(2, 5, 6, 11, 54-56) The requirement of school fees may prevent children from accessing education.(57) Access to education is also hindered by the lack of birth registration.(6, 38) Forty percent of Beninese children under age 5 remain unregistered. If they are unable to prove citizenship, some children may be denied services such as education.(6, 38) In addition, Beninese children are only required to attend 6 years of primary school, through age 11.(58) Since the minimum age for children to work is 14, children ages 12 to 14 are particularly vulnerable to the worst forms of child labor as they may have completed primary school but are not legally permitted to work.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Civil Service (MOLCS)	Enforce labor laws in the formal sector.(3, 51)
The Ministry of Interior's Central Office for the Protection of Minors (OCPM), under the Criminal Police Department	Enforce laws related to the protection of minors, including for child trafficking, child labor, the use of children for illicit activities, and the commercial sexual exploitation of children.(3, 19, 51, 59)

# Benin

## MODERATE ADVANCEMENT

Criminal law enforcement agencies in Benin took actions to combat child labor, including its worst forms. However, research found no evidence that agencies responsible for labor law enforcement took such actions.

### *Labor Law Enforcement*

The Ministry of Labor and Civil Service (MOLCS) employs 15 labor administrators, 4 labor controllers, and 75 labor officers, 56 of whom are labor inspectors. These personnel are employed in 12 departments across Benin to ensure the application of labor laws, including those on child labor.(3, 7) Labor inspectors can impose sanctions and order payment for labor violations, which can be given to victims as compensation.(7) The Government refers children identified during labor inspections to shelters run by national and international organizations.(7)

During the reporting period, the ILO trained 25 labor inspectors on methods to combat child labor. However, inspectors continue to lack knowledge of child labor issues.(7) For example, the MOLCS and the ILO cite the need for regularized child labor trainings for inspectors.(7) The Government budgeted \$204,500 for the MOLCS to combat child labor in its 2013 budget. This same amount has been budgeted for child labor since 2010.(3, 7, 19, 51) Despite efforts, research indicates that the labor inspectorate lacks adequate staff, material, and financial resources. Moreover, the ILO Committee of Experts notes that Benin's labor inspectors have conducted a steadily decreasing number of workplace inspections due to these inadequacies.(7, 60) In addition, UNICEF reports that child rights laws, including child labor laws, are often not enforced.(48, 61) The Government also does not maintain or publish statistics regarding the number of child labor violations found or the number of victims assisted.(3) The Government does not publish all data related to inspections, investigations, complaints, and prosecutions on the worst forms of child labor.(51) The number of citations issued and the severity of penalties assessed is unknown.

### *Criminal Law Enforcement*

The Ministry of Interior's Central Office for the Protection of Minors (OCPM) maintains one office in Cotonou. (48) OCPM is underfunded and lacks the appropriate facilities and transportation resources, including fuel, necessary to enforce of child protection laws effectively.(7, 56) In rural areas, the police and *gendarmerie* take on OCPM responsibilities. In 2012, the OCPM created teams within rural police and *gendarmes* units that are dedicated to child trafficking issues.(3) There is no formal coordinating mechanism between OCPM and labor inspectors enforcing labor laws. However, both agencies are represented on the National Monitoring and Coordination Working Group for Child Protection (CNSCPE).(7)

The Government has a referral system to ensure care for trafficking victims.(18) In 2013, the OCPM rescued and provided shelter to 173 trafficking victims and subsequently referred the children to local and international NGOs. The OCPM shelter also provided legal, medical, and psychological services to child trafficking victims, including to foreign child trafficking victims before repatriating them to their home countries.(18) The Government maintains social protection centers at the municipal level to provide assistance to victims of child trafficking.(18) In 2012, the Government of Benin established standards for operating protection centers and child centers. In November, 2013 the Government held a kickoff event to publicize and distribute copies of the decree that defined the standards.(18)

The Government handled 62 child trafficking cases and 11 exploitive child labor cases in 2013. It also referred 23 suspected traffickers to court for child labor and trafficking charges.(7) Despite efforts, judges did not consistently apply penalties for perpetrators and applicable penalties were often reduced to misdemeanors.(7) However, fines were imposed and collected against some perpetrators of trafficking.(7) In 2013, the Ministries of Labor and Civil Service, Family, Justice, and of Women and the Child provided child protection awareness training and capacity building to agencies and officials responsible for enforcing child labor laws.(7) The Government also began to differentiate between child labor violations and child trafficking violations.(7) To reduce a backlog of judicial cases against perpetrators of child trafficking, the government of Benin opened five new courts, in addition to the existing nine courts.(18) The Government also assigned statisticians to assist the courts with the computerization of Judicial data.(18)



#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Executive Committee to Combat Child Labor (CDN)	Coordinate child labor issues in Benin. Led by the Ministry of Labor and Civil Service. Comprises delegates from multiple Beninese Ministries, UNICEF, the ILO, trade unions, and NGOs.(7)
National Monitoring and Coordination Working Group for Child Protection (CNSCPE)	Serve as a child protection task force, chaired by the Ministry of Family, Social Affairs, and National Solidarity (MFSN). Comprises five technical committees, including committees for trafficking and exploitation.(7, 62) Each committee has an action plan and proposes activities to the CNSCPE.(3) Meets on a quarterly basis and includes 40 members from sector-based ministries, NGO networks, international technical and financial partners, and bilateral partners.(3, 19, 51, 63)

In 2013, the CNSCPE met quarterly to ensure coordination and to share information. It also prepared an annual work plan.(18) The Ministry of Family, Social Affairs, and National Solidarity (MFSN) implements the Government's overall policy to improve children's welfare and leads Government efforts to ensure children's rights.(19, 64) A coordinated report by the MFSN, UNICEF, and Plan and Child Frontiers indicates that the overlapping mandates for the National Executive Committee to Combat Child Labor (CDN) and CNSCPE is a source of confusion. The lack of clarity among national coordination mechanisms affects work on the ground, where a multitude of committees and local commissions comprise of the same actors.(48) In addition, although numerous activities on the ground feed information into Government information management systems, the information remains at the national level, and data are rarely analyzed or used to affect implementation on the ground.(48)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Benin has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor in Benin (2012-2015)† (NAP)	Aims to improve child labor by conducting awareness-raising campaigns; increasing access to education and training; reducing socioeconomic vulnerabilities through livelihood strategies; increasing enforcement efforts; strengthening protection and monitoring measures for victims of exploitive child labor; and harmonizing the legal sector by ensuring that judges, police officers, and labor inspectors have access to and understand pertinent laws relating to child labor.(2) Adopted in 2012 and officially launched in July 2013.(7) The Government publicized and disseminated the NAP and began work under the NAP to harmonize legislation relating to the worst forms of child labor.(1, 7, 56) Ministries of Labor, Justice, and Family and National Solidarity conduct activities under the NAP that are also included in each ministry's 2014 activity plans.(7, 56)
National Policy and Action Plan for Child Protection (2009-2013)	Aims to improve child protection in Benin. Includes components to improve school feeding programs and to combat the worst forms of child labor, with a focus on child trafficking.(65)
10-year Education Sector Action Plan*	Aims to reduce poverty and to improve access to primary education, especially for girls.(62)
National Policy and Strategy for Social Protection (2004-2013)*	Aims to provide child labor protections by increasing support for children's education; implementing an outreach campaign on the worst forms of child labor; mainstreaming issues pertaining to the worst forms of child labor in training programs; and building capacity for anti-child labor activists.(19, 51)
Benin and Nigeria Joint Committee to Combat Child Trafficking	Aims to reinforce border security measures and repatriate victims of trafficking between Benin and Nigeria.(63, 66-68) Child victims are not repatriated unless a safe reinsertion program—such as schooling, vocational training, or an apprenticeship—has been arranged in advance.(29) Met twice in 2013.(18)
Anti-Trafficking Accord Between the Republic of Benin and the Republic of the Congo	Targets the identification, prevention, and rehabilitation of cross border trafficked children between Benin and the Congo. Includes components for monitoring and evaluation and for conducting cross-border investigations.(69, 70) In 2013, Beninese law enforcement officials coordinated with officials from the Congo and Gabon on the repatriation of 10 Beninese trafficking victims.(18)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Bipartite Declaration to Combat Child Labor Between the Government of Benin and the Beninese Worker Associations†	Pledges to promote efforts to reduce the worst forms of child labor and to collaborate at all levels with all parties concerned to combat child labor.(71)
PRSP (2011 – 2015)*	Aims to improve free universal primary education, education quality and student retention rates; improve the provision of social services; and improve access to vocational training and microfinance for youth and women.(66) Includes an implementation plan; the Government has initiated many of the plan's steps.(72)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

Despite efforts, the National Action Plan to Eliminate the Worst Forms of Child Labor in Benin to Eliminate the Worst forms of Child Labor has not been funded and the National Policy and Action Plan for Child Protection has not been fully funded.(2, 3, 7, 49, 51, 56)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Benin funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
MFSN Social Promotion Centers‡	MFSN run social promotion centers that provide social services to children, including child laborers. Centers have nationwide coverage but vary in functionality.(7, 48)
OCPM Transit Facility‡	OCPM run transit facility for trafficking survivors. Used as interim care prior to placement in a long-term shelter. Capacity to house 160 children (80 boys and 80 girls).(7, 32, 51)
Awareness raising campaigns‡	Government-implemented trafficking awareness campaign and nationwide child labor awareness campaign.(3, 6, 51, 73)
Ministry of Mines' Social Services‡	Program that provides business management training to 125 families, particularly women, involved in mining and quarrying. Also provides protection equipment including boots, gloves, and hammers to mining craftsman in 3 cities.(7)
Vocational School Program for Survivors of Child Trafficking‡	MFSN program, implemented in coordination with UNICEF. Maintains a vocational school program to train survivors of child trafficking in trade.(18)
Anti-Child Trafficking Legislation Publication‡	Ministry of Justice and Family held training sessions on child trafficking laws across the country to help educate the general population.(18)
ECOWAS I	USDOL-funded, 5-year \$7.95 million project implemented by the ILO which supports ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region.(74)
ECOWAS II	Linked to the ECOWAS I project, a USDOL-funded, 4-year \$5 million project, implemented by the ILO, which supports ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region.(75, 76) In Benin, withdrew or prevented 1,1753 children from the worst forms of child labor in mining and quarrying, including children trafficked to Nigeria. Provided 1,125 families with livelihood services.(77) In coordination with the ECOWAS II project, the Government assisted local child protection committees in 5 communities to design a child labor monitoring system and to develop a community-based response to the worst forms of child labor.(7, 77)
Strengthening Social Dialogue as an Effective Tool to Address the Worst Forms of Child Labour	Ireland-funded, 5-country project. Promotes social dialogue, with the aim of reducing child labor.(78)
Community Teacher Professional Training Program*	\$4.3 million, USAID-funded, 4-year project. Prepares approximately 10,000 unlicensed teachers to enhance their competence as teachers and to pass the teacher certification exam.(79)
Girls Education and Community Participation Project*	\$6.9 million, USAID-funded, 6-year project. Increases girls' access to education and improves community participation in school management.(79)
Second Chance Schools*	\$3.5 million, USAID-funded, 4-year project. Promotes alternative approaches to basic education, providing out-of-school children with basic literacy, numeracy, and life skills.(79, 80)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Benin.

Although the Government of Benin has implemented programs to protect children from trafficking and participated in programs focused on child labor in quarrying and mining, research found no evidence that it has carried out programs to assist children engaged in domestic service, commercial sexual exploitation, or agriculture.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the elimination of child labor, including its worst forms, in Benin (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) suggested
Laws	Create and adopt laws to prohibit the sale and possession of child pornography.	2010 – 2013
	Adopt the second volume of the Child Code to bring additional protections for children into force.	2009 – 2013
	Raise the age of compulsory education so it is consistent with the minimum age for employment.	2009 – 2013
	Take measures to ensure all children have access to free primary education.	2010 – 2013
	Adopt the draft Labor Code to increase penalties for child labor violations and to increase the minimum age of employment from 14 to 15 years of age.	2013
Enforcement	Provide labor inspectors with recurrent trainings on the worst forms of child labor.	2013
	Reconsider budgetary priorities with a view toward providing more resources to enforcement investigation, including to appropriate staffing, facilities, funding, and transportation assets.	2009 – 2013
	Collect, analyze, and publish statistics on inspections, investigations, complaints, citations, and prosecutions of the worst forms of child labor, to better target enforcement efforts.	2009 – 2013
	Create a formal coordination mechanism between inspectors enforcing labor laws and officers enforcing criminal laws relating to the worst forms of child labor.	2013
	Ensure offenders of laws relating to the worst forms of child labor are appropriately penalized according to the law.	2010 – 2013
Coordination	Take measures to ensure the CDN and CNSCPE mandates are clear and coordinated with local committees.	2013
	Take measures to coordinate efforts at the national level in order to eliminate duplicative activities, committees, and actors at the local level.	2013
	Analyze the data received from national information management systems and disseminate results nation-wide.	2013
Government Policies	Fully fund and implement the National Action Plan for the Elimination of the Worst Forms of Child Labor in Benin and the National Action Plan for Child Protection.	2010 – 2013
	Assess the impact that existing PRSP, education, and social protection policies may have on addressing the worst forms of child labor in Benin.	2010 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in the production of fish, cotton, and cashews to inform policies and programs.	2013
	Institute programs to address the worst forms of child labor in domestic service, commercial sexual exploitation, and agriculture, and to monitor the progress of the programs.	2010 – 2013
	Take measures to ensure children have access to quality education and ensure children's safety in schools.	2010 – 2013
	Implement birth registration campaigns to increase children's access to education.	2010 – 2013
	Assess the impact that education and training programs may have on addressing the worst forms of child labor in Benin.	2011 – 2013

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# Benin

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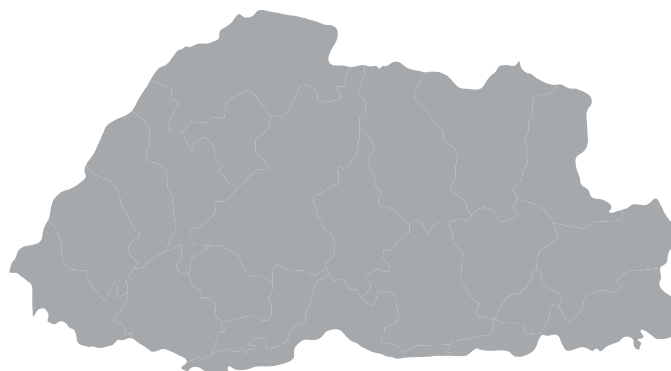
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# Bhutan

## MINIMAL ADVANCEMENT

*In 2013, Bhutan made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government launched its Eleventh Five-Year Plan (2013-2018), which commits to strengthening both the child protection system and quality of education. The Government also continued to fund and participate in programs that target improved livelihoods and access to education in impoverished, rural areas. However, children in Bhutan continue to engage in child labor in agriculture and domestic service. Bhutan's minimum age for work is inconsistent with international standards and education is not compulsory.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bhutan engage in child labor, including in agriculture and domestic service.(1) The majority of child labor in Bhutan occurs in agriculture in rural areas. Data from the 2010 Multiple Indicator Survey indicate that two-thirds of child workers reside in rural areas.(2) Table 1 provides key indicators on children's work and education in Bhutan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.8 (6,338)
Attending School (%)	5-14 yrs.	84.7
Combining Work and School (%)	7-14 yrs.	3.3
Primary Completion Rate (%)		95.1

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS 4 Survey, 2013.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1, 5-7)
Industry	Mining*† (5)
	Construction, activities unknown*† (1, 5)
Services	Domestic service (1, 5-9)
	Hotel and restaurant service (1, 5)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (5, 9)
	Forced labor in karaoke bars* (9, 10)
	Domestic service, sometimes as a result of human trafficking (1, 5-9)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.







Some children working as domestic servants live with their employers and are reportedly not allowed to return home.(11) Some young girls are subject to forced labor in karaoke bars known as *drayang*s, particularly in Thimphu. Evidence suggests that some girls are trafficked from rural areas to sing in the bars, and it is here that they are subject to sexual harassment.(9, 10)

There is a lack of current data on child labor in Bhutan. To date, no national survey on child labor has been conducted.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Bhutan has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	N/A
 ILO C. 182, Worst Forms of Child Labor	N/A
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	13	Labor and Employment Act of Bhutan (1, 5, 12)
Minimum Age for Hazardous Work	Yes	18	Labor and Employment Act of Bhutan (1, 5)
List of Hazardous Occupations Prohibited for Children	Yes		Regulation on Acceptable Forms of Child Labor (13)
Prohibition of Forced Labor	Yes		Labor and Employment Act (12)
Prohibition of Child Trafficking	Yes		Child Care and Protection Act; Penal Code (14, 15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Child Care and Protection Act; Penal Code (14, 15)
Prohibition of Using Children in Illicit Activities	Yes		Child Care and Protection Act (15)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Labor and Employment Act of Bhutan (12)
Compulsory Education Age	No		
Free Public Education	Yes		Constitution of the Kingdom of Bhutan (16)

\*No conscription or no standing military.

Bhutanese law is not completely consistent with international standards regarding child labor. The Labor and Employment Act allows children to work under the age of 14.(5, 12)

There is no age to which education is compulsory.(1) The lack of standards in this area may increase the risk of child involvement in the worst forms of child labor, as young children are not required to be in school but are unable to legally work.

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Ministry of Labor and Human Resources/Department of Labor	Investigate child labor complaints and ensure employers comply with child labor laws throughout the country.(17)
Royal Bhutan Police	Investigate and enforce child labor laws.(17)
Woman and Child Protection Unit (WCPU)	Enforce laws protecting women and children.(18, 19)

# Bhutan

## MINIMAL ADVANCEMENT

Research did not reveal specific actions law enforcement agencies in Bhutan took to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2011, the most recent year for which information is available, the Ministry had four labor inspectors in Thimphu and two inspectors in each of Bhutan's two regions.(17) Information is unavailable on the current number of labor inspectors, but labor inspectors are based in Thimphu and in two regional offices.(17) The labor inspectors investigate general working conditions, including child labor violations.(17) Labor inspectors are not permitted to inspect private homes and have reported that this makes it challenging to track child domestic workers.(1) There is no available information on the number of labor inspections, their findings, or resulting actions taken during the reporting period.(17) The Department of Labor has documented the obstacles it must overcome in order to comply with the Labor Law. These include: (1) lack of capacity to enforce occupational health and safety standards; (2) an inconsistent application of the labor law across the country; (3) a lack of awareness amongst stakeholders on the labor law; and (4) an insufficient number of trained labor officers to enforce the labor laws.(20)

### *Criminal Law Enforcement*

In 2013, police working on the border of Bhutan participated in a 4-day anti-human trafficking training workshop.(21) The Home Ministry's Royal Bhutan Police enforce the criminal laws related to child labor and the Police's Woman and Child Protection Unit (WCPU) implements laws protecting women and children.(17, 18) The WCPU also provides counseling services and refers victims to the National Commission for Women and Children and NGOs for assistance.(22, 23) Even though this unit reportedly provides legal assistance to victims, there is no information on the number of criminal worst forms of child labor investigations, prosecutions, or victims assisted during the reporting period.(23)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for Women and Children (NCWC)	Coordinate the promotion and protection of women and children and monitoring issues of child labor nationwide.(5, 17) Investigate and receive reports of violations against women and children, and also review and recommend policies and legislation pertaining to women and children.(24) Composed of representatives from government agencies, law enforcement, the judiciary, civil society, media, and business.(5, 17)

In 2013, there was no single coordinating mechanism to address issues related to human trafficking. Several agencies are responsible for various aspects of coordination. In addition to the WCPU, these agencies include the Ministry of Home and Cultural Affairs (Department of Immigration), Ministry of Labor and Employment, and the Ministry of Foreign Affairs, which engages regionally in the prevention of cross-border trafficking in persons.(10)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bhutan established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Eleventh Five-Year Plan (2013-2018)†	Proposes reducing poverty by improving the quality of job opportunities for youth, increasing the quality of education through improving the quality of teachers, textbooks, and school infrastructure, and embracing inclusive social development.(25) Proposes to strengthen child protection systems.(26)

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Bhutan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Rural Economy Advancement Program*‡	Government program that develops sustainable livelihoods of Bhutan's 126 poorest villages by diversifying crop cultivation, providing skills development training, and forming self-help groups.(25)
National Rehabilitation Program*	Office of Gyalpoi Zimpon (His Majesty's Secretariat) program that assists landless, socially and economically disadvantaged groups through the provision of land, shelter, and food support, health and education services, and capacity building for sustainable livelihoods.(25)
Improving Rural Children's Access to Basic Education with Focus on Primary Education*	\$12.17 million World Food Program project that aims to increase primary school enrolment, retention, and graduation.(27) Implemented in 232 schools across the country, reaches 37,000 children annually, and supports school construction and kitchen improvements.(27)
Child Protection System Strengthening*	UNICEF program that works to strengthen Bhutan's child protection system and support the development of a National Plan of Action for Child Protection. Trains child protection service providers to build their capacity in this area.(26)
Project Hope‡	NCWC program that provides residential shelters for children at risk of exploitative child labor. Specifically targets children on the street and provides counseling, group therapy, and assistance to help children enroll in school.(17)
Food Assistance*	\$500,000 (2012-2013) Australian-funded project that provides food aid to households in exchange for sending children to school.(28)
Advancing Economic Opportunities for Women*‡	NCWC program that provides economic opportunities to women and girls. Targets 960 youths to participate in apprenticeships and skills training for self-employment.(29, 30)
Trafficking Victims Shelter†‡	Government program that funds an NGO-operated temporary shelter for women and children trafficking victims.(9)
TIP Awareness-Raising*‡	Government program that funds an NGO to sensitize communities on cross-border human trafficking.(9)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Bhutan.

Bhutan lacks government programs targeting sectors that are known to employ child labor, such as agriculture, domestic labor, construction, mining, and quarrying.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are that would advance the elimination of child labor, including its worst forms, in Bhutan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the Palermo Protocol on Trafficking in Persons	2013
	Amend legislation to comply with the international standard of the minimum age for work.	2010 – 2013
	Make primary education compulsory and harmonized with the minimum age for work to ensure children are attending school and are therefore less vulnerable to child labor.	2010 – 2013
Enforcement	Publish data on the number of labor investigations, child labor violations, criminal cases of child labor, and child victims assisted.	2010 – 2013
	Strengthen the capacity of the labor inspectors to enforce the labor law and occupational, health, and safety standards.	2013
Social Programs	Conduct a national child labor survey.	2013
	Create social programs to target children who work in agriculture, domestic labor, hotel/restaurant services, construction, and mining/quarrying.	2009 – 2013
	Assess the impact that existing programs may have on child labor.	2010 – 2013
	Conduct awareness raising on the labor law amongst stakeholders.	2013

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*In 2013, Bolivia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government created regional sub-commissions to lead efforts to combat the worst forms of child labor in high-risk regions. The labor inspectorate increased its number of child labor inspections by over 100, and rescued 400 children under age 14 from child labor in the Santa Cruz area. In addition, the Government of Bolivia increased funding for a conditional cash transfer program aimed at bolstering school attendance. However, children continue to engage in child labor in agriculture and in the worst forms of child labor in mining. Child labor inspections remain insufficient relative to the scope of the problem, and the Government does not make key information publicly available, such as statistics on child trafficking cases or penalties applied to employers for child labor violations. The Government's National Plan to Eradicate Child Labor expired in 2010 and has not been updated.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bolivia are engaged in child labor in agriculture and in the worst forms of child labor in mining. Research indicates that many children work in the informal sector. However, specific activities related to children's work in the informal sector are unknown. Indigenous children are particularly vulnerable to the worst forms of child labor.(1, 2) Table 1 provides key indicators on children's work and education in Bolivia.

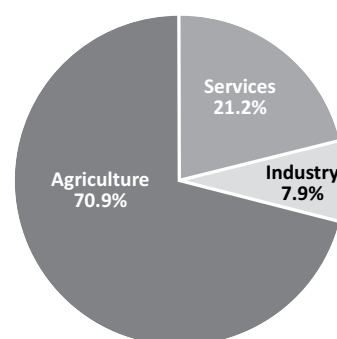
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	20.2 (388,541)
Attending School (%)	7-14 yrs.	96.2
Combining Work and School (%)	7-14 yrs.	18.7
Primary Completion Rate (%)		92.3

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Continua de Hogares Survey, 2009.(4)

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting corn, cotton*† and peanuts* (1, 5-9)
	Production and harvesting of sugarcane† and Brazil nuts† (1, 2, 8-15)
	Raising cattle* (1, 7)
Industry	Mining† of gold†, silver, tin, and zinc (2, 6, 8, 14-16)
	Production of bricks (5-7, 17)
Services	Street work, including vending, shoe shining, and working as transportation assistants (6-9, 12, 14, 18)
	Recycling garbage* (7)
	Construction, activities unknown (12, 14, 19)
	Domestic service (1, 7, 8, 14, 20)

# Bolivia

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Forced labor in mining, domestic service, and the production and harvesting of sugarcane and Brazil nuts (1, 2, 8-11, 14, 20-24)
	Forced labor and debt bondage in agriculture, activities unknown (1, 9, 20, 22, 23)
	Domestic service,* and mining,* sometimes as a result of human trafficking (9, 24, 25)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (9, 24, 25)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children produce and harvest sugarcane and Brazil nuts principally in the departments of Pando, Beni, Santa Cruz, and Tarija, although recent efforts and other factors have reportedly reduced the prevalence of child labor in these sectors.(1, 2, 9-15, 21-23) Some indigenous Guaraní families live in debt bondage and work on ranches, including cattle ranches, in the Chaco region.(1, 2, 5, 9, 12) Based on reports, this practice may have been reduced in recent years partially due to increased attention to the region and land tenure reform.(12) Bolivian families reportedly sell or rent their children to work in agriculture and mining near border areas with Peru.(24, 25) Bolivian children have reportedly been trafficked to Argentina where they are victims of forced labor in the production of textiles, grapes and in the sugar industry.(1, 25, 26)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Bolivia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

Bolivia ratified ILO C. 189 Convention Concerning Decent Work for Domestic Workers on April 15, 2013.(27)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 126 of the Child and Adolescent Code (28)
Minimum Age for Hazardous Work	Yes	18	Article 2, 133 of the Child and Adolescent Code (28)
List of Hazardous Occupations Prohibited for Children	Yes		Article 134 of the Child and Adolescent Code (28)
Prohibition of Forced Labor	Yes		Article 61 of the Constitution; Comprehensive Law against Human Trafficking and Smuggling (29, 30)
Prohibition of Child Trafficking	Yes		Comprehensive Law against Human Trafficking and Smuggling (30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Comprehensive Law against Human Trafficking and Smuggling (30)
Prohibition of Using Children in Illicit Activities	Yes		Comprehensive Law against Human Trafficking and Smuggling (30)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 11 of the Law of Military Service; Article 108 of the Constitution (29, 31)
Minimum Age for Voluntary Military Service	Yes	16	Law of Military Service; General Directive of Premilitary Recruitment (31-33)
Compulsory Education Age	Yes	17	Article 81 of the Constitution (29)
Free Public Education	Yes		Article 81 of the Constitution; Avelino Siñani-Elizardo Pérez Education Law (29, 34)

In June 2013, the departmental government of Santa Cruz drafted the implementing regulations for Law 046, the Departmental Law on Elimination of Child Labor and Protection of Working Adolescents. The regulations establish mechanisms for implementing the law and reinforce the implementation of the departmental plan for the elimination of child labor.(35)

Although the Labor Code and the Child and Adolescent Code regulate some aspects of apprenticeships to ensure child apprentices are able to attend school, the ILO Committee of Experts has noted that the law does not set a minimum age for apprenticeships.(28, 36, 37)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws. Inspectors conduct unprompted inspections in areas identified by the government as having pervasive child labor.(18) Areas include the sugarcane-producing regions of Santa Cruz and Tarija-Bermejo, as well as the Brazil nut-producing areas of Riberalta, and the mining sectors of Potosí.(38-40) In other sectors and regions, MOL staff conduct inspections in response to complaints but do not proactively inspect workplaces.(18, 41, 42) MOL has authority to fine violators and send cases to labor courts and to municipal offices of the Defender of Children.(18, 21) MOL's Fundamental Rights Unit has the specific responsibility to protect indigenous people and eradicate forced labor.(38)
Labor Courts	Enforce penalties for labor laws.(18)
Attorney General's Office	Oversee all trafficking investigations. Maintain a special trafficking in persons unit that adjudicates cases in the criminal court system. Attorney General's National Coordinator's office coordinates all national prosecutors' offices working on trafficking in persons cases. (25) Attorney General's Coordinator of Specialized Units for the Prosecution of Human Trafficking and Smuggling, Sexual Crimes, and Gender-Based Violence maintains a trafficking cases database.
Military	Support anti-trafficking efforts by assisting police in detecting trafficking and child labor in border-crossing areas as required by the Comprehensive Law against Human Trafficking and Smuggling.(43)
Defender of Children and Adolescents offices	Protect children's rights and interests, often working with NGOs.(18, 21)
Bolivian National Police	Address trafficking for sexual and labor exploitation by maintaining Special Police Investigative Units (SIUs) to address trafficking in persons for sexual and labor exploitation.(18, 40, 44) Maintained telephone hotlines for public to report child trafficking or commercial sexual exploitation of children. (18) SIUs identify trafficked children, then police refer victims to NGOs or to government's Departmental Social Services Agency (SEDEGES).(39)
Trafficking in Persons (TIP) Prosecutor's Office	Coordinate with SIU police to address trafficking for sexual and labor exploitations. One office located in the capital of each of the departments.(40)
National Trafficking in Persons (TIP) Law Enforcement Units	Special Force in the Fight against Crime (FELCC)'s Division of Trafficking and Smuggling of Persons coordinates national efforts to combat human trafficking. Police Unit for Migratory Control and Assistance (UPACOM) patrols the national borders and monitors for human trafficking.(25)

Law enforcement agencies in Bolivia took actions to combat child labor, including its worst forms.

# Bolivia

## MODERATE ADVANCEMENT

### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) employed 78 inspectors nationwide, including four inspectors solely dedicated to conducting child labor inspections in the regions of Potosi, Bermejo, Riberalta, and Santa Cruz/Montero.(9, 40) These four inspectors carried out 163 child labor-specific inspections in 2013: 44 in Potosi, 27 in Bermejo, 11 in Santa Cruz/Montero, and 81 in Riberalta.(40) Although this is over 100 more inspections than were carried out in 2012, the number of inspections is inadequate given the scope of the problem.(39) The Government provided inspectors with training on hazardous child labor and forced labor in six cities during the reporting period.(39, 40)

According to the Government, funding budgeted for inspections in 2013 was approximately \$9,500 with an additional \$43,500 provided by multilateral organizations.(40) The low funding level for inspections limits the government's ability to adequately address child labor.(39, 40)

According to the MOL's annual report, 400 children under the age of 14 were rescued from the worst forms of labor in Santa Cruz. Information on the services provided to these children and whether they were withdrawn from child labor is unavailable.(40) Information is also unavailable on penalties and fines issued or paid regarding any type of child labor violations.(40)

### *Criminal Law Enforcement*

The Government continued implementing the Comprehensive Law against Human Trafficking and Smuggling which requires various agencies to support public policies to prevent and detect human trafficking.(40) The MOL continued the process it began in early 2013 to create a national registry of employment agencies, with the goal of identifying agencies engaged in the illegal recruitment and trafficking of children.(39, 40)

In 2013, the National Police maintained 15 SIUs to address trafficking in persons for sexual and labor exploitation.(40) However, there is no information available on the number of SIU investigators responsible for enforcing criminal laws on the worst forms of child labor. Training for SIU anti-trafficking police is not adequate.(40) There is no indication that police received training on the worst forms of child labor. Although there is a penalty of imprisonment for child labor exploitation and trafficking, no information is available on the number of investigations or convictions.(40)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Inter-Institutional Commission to Progressively Eradicate Child Labor (CNEPTI)	Coordinate various agencies and other entities involved in child labor issues. Led by the Ministry of Labor.(18) CNEPTI includes Ministry of Justice, local courts, Ministry of Education, Ministry of Health, and several NGOs.(18) Goal is to create a national plan to combat child labor for 2014-2018.(40)
Steering Committee for Zero Child Labor in Sugarcane Production	Coordinate efforts to eliminate child labor in sugarcane production. Formed with support from the MOL and the participation of the regional government of Santa Cruz, Bolivian municipal governments, the IBCE, and various NGOs.(13)
National Council against Human Trafficking and Smuggling (National Council)	Implement the Comprehensive Law against Human Trafficking and Smuggling. Chaired by the Minister of Justice and composed of the ministers of nine ministries.(39, 40) Drafted a 2013-2018 national Comprehensive Action Plan to address human trafficking.(25)
Directorate General for the Fight against Trafficking and Smuggling	Coordinate nationwide policy. Counter-trafficking unit established in October 2013 by the Ministry of Government's Vice Ministry of Citizen Security.(40)
Inter-Ministerial Team	Assist in development of National Labor Plan 2014-2018. Created by Ministry of Labor in 2013 from Ministries of Justice, Health, Education and Government.(40)

Coordination among Inter-Institutional Commission to Progressively Eradicate Child Labor (CNEPTI) members has been challenging and meetings have been infrequent.(18, 45) However, the National Council against Human Trafficking and Smuggling (National Council) has met monthly since the Trafficking Law was passed in July 2012.(39)

In 2013, department-level governments improved coordination in response to the Comprehensive Law against Human Trafficking and Smuggling, which mandates the creation of departmental human trafficking councils.(40) Eight of the nine department governments now have departmental counter-trafficking councils, made up of law enforcement, judicial, and civil society officials.(39, 40) The MOL created regional sub-commissions to lead efforts to combat the worst forms of child labor in the cities of Potosi, Bermejo, Santa Cruz/Montero, and Riberalta. The sub-commissions coordinate efforts with local municipal and departmental labor offices.(25, 40)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bolivia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Transitional Plan for the Guaraní Communities*/ (Plan Interministerial Transitorio del Pueblo Guaraní (PIT)	Addressed the forced labor of Guaraní families in the Chaco region and supported agrarian land reform and economic alternatives for Guaraní families.(5, 20, 46)
Human Trafficking and Smuggling Comprehensive Action Plan (2013-2018) *	Serves as basis for national policies to address human trafficking. Drafted by the National Council in compliance with the Comprehensive Law against Human Trafficking and Smuggling.(25)

\*The impact of this policy on child labor does not appear to have been studied.

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(47)

The Government of Bolivia's policy framework for addressing child labor, the National Plan for the Progressive Eradication of Child Labor (2000-2010), expired in 2010; a new plan was not established during the reporting period. The Plan identified mining, sugarcane harvesting, commercial sexual exploitation, and domestic service as priority areas in combating exploitative child labor.(48)

The 2008 Education for All (EFA) Global Monitoring Report published by UNESCO indicates that Bolivia will likely attain the EFA goal of universal primary enrollment by 2015.(49, 50) However, secondary school attendance rates are low, and many children are behind in school due to work, a problem that is being acknowledged and addressed through the implementation of the Avelino Siñani-Elizardo Pérez Education Law.(49, 51)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Bolivia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Juancito Pinto subsidy program *‡	Government program operates a conditional cash transfer program for all primary school students to increase school attendance and reduce dropout rate. (2, 18, 39) Limited evidence suggests the program contributed to increased school attendance and reduced dropout rates.(18, 39) Provides students with a yearly subsidy of approximately \$30 if the student maintains an attendance rate of at least 75 percent.(39) Almost 2 million students participate in the program.(21, 41) Government expanded this program in 2013.(40)
ÑPK: Combating Indigenous Child Labor in Bolivia: II Phase	\$6-million USDOL-funded, 4-year project implemented by Desarrollo y Autogestión (DyA) that works to reduce the worst forms of child labor by improving educational and livelihood opportunities for families in the departments of Chuquisaca, La Paz, and Santa Cruz.(7) Began in 2010 and will assist 3,100 children and 1,300 households in both urban and rural areas. Project collaborates with the Ministry of Education to expand the Leveling Program, an accelerated learning program, to be implemented nationally.(7)



# Bolivia

## MODERATE ADVANCEMENT

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Leveling program‡	Ministry of Education directive requires all public schools to offer an accelerated education “Leveling” program so children who are behind in school have the opportunity to catch up. Program assists children who are behind in school because they work.(52, 53) Municipalities and District Education Departments of Mojocoya, El Alto, Camiri, San Julian, and Pailon have plans of action, timetables and the resources they needed to operate the leveling, multi-grade, after-school and technical high school programs. Implementation started January 2013 and municipalities must assign resources to implement the programs.(35) Program was underfunded in 2012 but has now secured sustained funding and resources.(54) Ministry of Education adapted its national school enrollment form for the 2012 academic year to capture statistics on the number of children enrolled in a Leveling program in addition to the number of hours and the type of work children do.(55, 56)
Combating the Worst Forms of Child Labor through Horizontal Cooperation in South America	\$6.75 million USDOL-funded, 4-year project implemented by ILO-IPEC to combat the worst forms of child labor through horizontal cooperation in South America that ended in September 2013. Promoted collaboration across Bolivia, Brazil, Ecuador, and Paraguay to combat the worst forms of child labor among the most socially excluded populations, including indigenous children and children of Afro descent. Withdrew 3,047 children and prevented 5,478 from engaging in the worst forms of child labor.(57, 58)
Bolivian Foreign Trade Institute's (IBCE) Triple Seal initiative/(El Instituto Boliviano de Comercio Exterio Triple Sello)	Ministry of Labor collaborated with the Bolivian Institute of Standardization and Quality (IBNOCA), United Nations Children Fund (UNICEF) Bolivia, and the ILO to develop a voluntary certification indicating that a company complies with Bolivian law and ILO conventions regarding child labor, forced labor, and worker discrimination in the production of its goods.(13, 39, 59) First seal granted in 2013. Triple Seal Alliance in Santa Cruz is working to diminish child labor under the Let's Team Up/(Hagamos Equipo) Campaign.(59, 60) The alliance brought together UNICEF and organizations linked to the sugarcane industry. They are working toward a certification of sugarcane growers to attest to the inexistence of child labor in sugarcane.(61)
Regional Action Group for the Americas (Grupo de Acción Regional para las Americas)	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(62, 63) Bolivia's Secretariat of Tourism is a member.(64)
Program to Protect the Rights of Children and Adolescents*	Government collaborates with UNICEF in 17 Bolivian chestnut and sugarcane producing municipalities to provide education assistance, with funding from the Italian Government and the Swiss Cooperation Agency. The program helped to improve the living conditions of 2,300 families and return 3,400 children to school.(65)
Ministry of Education/ Plurinational Public Management School (Escuela de Gestión Publica Plurinacional, EGPP)†	EGPP instituted a child labor module in its training program for public officials from various government agencies in August 2013. Project collaborated in the preparation of the module, reviewing materials and contributing comments, suggestions and supporting materials.(45, 54) Child labor module was included in the permanent program of training of civil servants.(54)
Human Rights of Children and Adolescents in sugar cane harvesting, Brazil nut processing and mining †	Government programs to combat worst forms of child labor. Ombudsman's Office launched the program in April 2013, in Bermejo (Tarija), Cerro Rico (Potosí) and Riberalta (Beni). Main goal is to promote effective, sustainable policies and actions for the gradual elimination of the worst forms of child labor in these activities, along with labor and social protection for working adolescents between ages 14 and 17.(45, 54) The DyA project participated in preparatory meetings, provided guidance and input for the design.(54) In the Department of Santa Cruz, a commission consisting of a representative from the Departmental Government, a representative from the MOL's Office of the Defender of Children, and an NGO representative from the Hagamos Equipo departmental anti-child labor NGO network inspected 583 of the approximate 4,000 existing sugarcane production plantations. Inspections found more than 80% of the audited plantations no longer use child labor.(13, 66)
Child Trafficking Awareness Raising Campaigns	Government coordinated with The Bolivian Network to conduct public awareness and education campaign to educate the public, including youth and children, about the Comprehensive Law against Human Trafficking and Smuggling. Campaign also targeted more than 3,000 professionals including administrators of justice, members of the Public Ministry, public defenders, departmental SEDEGES officials, and civil society organizations.(25) National Council partnered with UNICEF to publish a guide for children, youth and adults explaining the new law. The partnership also created a children's cell phone game to teach the dangers of trafficking.(25)
Student Documentation Program	In 2014, the General Service of Personal Identification launched the Civil Registration Service program to provide documentation to 1.7 million undocumented students.(25)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Bolivia.

Although Bolivia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in domestic work, the production of Brazil nuts, forced labor in the Chaco region, urban work, mining, and commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bolivia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Amend legislation to prohibit children under age 14 from participating in apprenticeships.	2010 – 2013
	Provide sufficient training and resources to increase the capacity of the MOL and National Police to ensure effective enforcement of the laws.	2013
	Ensure that general labor inspectors conduct unprompted inspections in all sectors and geographical areas.	2011 – 2013
	Collect and make publicly available statistics on child labor for all regions, including the number of investigations, number of children found in child labor as a result of inspections, prosecutions, sentences, and penalties applied.	2009 – 2013
	Ensure that the number of inspectors and inspections is adequate.	2013
	Collect and make publicly available statistics on trafficking cases disaggregated by adults and minors.	2011 – 2013
	Collect and make publicly available information on the number of investigators responsible for enforcing criminal laws on the worst forms of child labor, the number of investigations, prosecutions, convictions and penalties applied.	2013
Coordination	Develop concrete mechanisms to improve the coordination of the CNEPTI, including the frequency of meetings following the model established in 2012 by the National Council Against Trafficking.	2009 – 2013
Policies	Conduct research to determine the activities carried out by children working in construction and debt bondage in agriculture to inform policies and programs.	2013
	Assess the impact existing policies have had on reducing the worst forms of child labor.	2013
	Establish and implement a new National Plan for the Progressive Eradication of Child Labor.	2010 – 2012
	Further develop national policies to support the continued implementation of the Avelino Siñani-Elizardo Pérez Education Law that guarantees equal educational opportunities for all, including for children who are behind in school due to work.	2010 – 2013
Social Programs	Assess the impact the Juancito Pinto subsidy program and the Program to Protect the Rights of Children and Adolescents may have on child labor.	2010-2013
	Conduct research to determine specific activities related to children's work in the informal sector in order to inform policies and programs.	2013
	Allocate the needed resources for the implementation of an accelerated learning program that supports the Avelino Siñani Education Law and helps both primary and secondary school children who are behind in school due to work.	2011 – 2013
	Develop programs and devote resources to improve attendance in secondary schools.	2011 – 2013
	Expand social programs to address the worst forms of child labor in areas where hazardous child labor exists, particularly in the production of Brazil nuts, in forced labor in the Chaco region, urban work, domestic service, mining, and commercial sexual exploitation.	2009 – 2013

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*In 2013, Bosnia and Herzegovina (BiH) made a moderate advancement in efforts to eliminate the worst forms of child labor. Republika Srpska (RS) and the Brcko District (BD) adopted amendments to their criminal codes that harmonize their legal framework on trafficking in persons with the law at the State level. The Government adopted the Strategy for Combatting Trafficking in Human Beings and its Action Plan for 2013-2015. The Government also provided \$1.4 million for housing projects for the Roma community and appointed a National Coordinator for the Action Plan under the Decade of Roma Inclusion. However, children in BiH continue to engage in the worst forms of child labor in begging and commercial sexual exploitation as a result of trafficking. The Government does not have a comprehensive list of hazardous occupations and activities prohibited for children. Additionally, the number of social protection centers that provide services to vulnerable children, including those found in begging is inadequate.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bosnia and Herzegovina (BiH) are engaged in the worst forms of child labor in begging and commercial sexual exploitation as a result of human trafficking.(1-3) Table 1 provides key indicators on children's work and education in BiH. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.9 (44,017)
Attending School (%)	5-14 yrs.	83.7
Combining Work and School (%)	7-14 yrs.	10.6
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple indicator Cluster Survey 3, 2006.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Begging (6, 7)
	Begging and domestic service* as a result of human trafficking (8, 9)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 7)
	Used for pickpocketing* (7)
	Used in the production of pornography* (10)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C.182.

Most children in BiH who are found in the worst forms of child labor are Roma.(6, 7) Roma children are sometimes used by their parents or guardians to beg.(6) Organized groups also exist that traffic ethnic Roma children and force them to beg.(1, 11) In addition, the Roma custom of paid and arranged marriages between families has resulted in

# Bosnia and Herzegovina

## MODERATE ADVANCEMENT




the exploitation of Roma girls as domestic servants.(2, 12, 13) There is a lack of data on the extent and nature of the worst forms of child labor in the country, including the use of children in pickpocketing and commercial sexual exploitation.(6, 13)

Many Roma children do not attend school, which makes them vulnerable to the worst forms of child labor.(8, 11, 14) Obstacles such as a lack of culturally sensitive curriculum and support programs, as well as language barriers, still prevent Roma children and other minorities from attending and cause some children to drop out of school.(14, 15) Undocumented children, many of whom are Roma, also cannot access education.(8) Poverty is an additional barrier to accessing quality education for Roma children in BiH.(14)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Bosnia and Herzegovina has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The State of BiH consists of two entities— the Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS) —and a self-governing district, the Brčko District (BD).(16) Criminal laws at the State, entity, and district levels regulate issues related to the worst forms of child labor. The entities and district are responsible for regulating labor issues.(17) The State of BiH has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Work	Federation of Bosnia and Herzegovina (FBiH)	Yes	15	Article 15 of the Labor Law of the Federation of Bosnia and Herzegovina FBiH (18)
	Republika Srpska (RS)	Yes	15	Article 14 of the Labor Law of Republika Srpska (19)
	Brčko District (BD)	Yes	15	Article 10 of the Labor Law of Brcko District (20)
Minimum Age for Hazardous Work	FBiH	Yes	18	Articles 15, 32, 36, and 51 of the Labor Law of the Federation of Bosnia and Herzegovina (18)
	RS	Yes	18	Article 69 of the Labor Law of Republika Srpska (19)
	BD	Yes	18	Articles 28 and 41 of the Labor Law of Brcko District (20)
List of Hazardous Occupations Prohibited for Children	FBiH	No		
	RS	No		
	BD	No		
Prohibition of Forced Labor	FBiH	Yes		Article II of the Constitution of Bosnia and Herzegovina (17)
	RS	Yes		Article II of the Constitution of Bosnia and Herzegovina (17)
Prohibition of Forced Labor	BD	Yes		Article II of the Constitution of Bosnia and Herzegovina (17)



**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Related Entity	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Bosnia and Herzegovina (BiH)	Yes		Articles 185-188 of the Criminal Code of Bosnia and Herzegovina (21)
	FBiH	No		
	RS	Yes		Article 198b of the Criminal Code of Republika Srpska (22)
	BD	Yes		Article 207a of the Criminal Code of Brcko District (23)
Prohibition of Commercial Sexual Exploitation of Children	BiH	Yes		Article 187 of the Criminal Code of Bosnia and Herzegovina (21)
	FBiH	Yes		Article 210-211 of the Criminal Code of the Federation of Bosnia and Herzegovina (24)
	RS	Yes		Articles 198-200 of the Criminal Code of Republika Srpska (25)
	BD	Yes		Articles 186 and 207-209 of the Criminal Code of Brcko District (26)
Prohibition of Using Children in Illicit Activities	BiH	No		
	FBiH	No		
	RS	Yes		Articles 198b and 224 of the Criminal Code of Republika Srpska (25)
	BD	No		
Minimum Age for Compulsory Military Recruitment	BiH	N/A*(7)		
	FBiH	N/A*(7)		
	RS	N/A*(7)		
	BD	N/A*(7)		
Minimum Age for Voluntary Military Service	BiH	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (27, 28)
	FBiH	Yes	18	Article 9 of the Law on the Service in the Armed forces of Bosnia and Herzegovina (27)
	RS	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (27)
	BD	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (27)
Compulsory Education Age	FBiH	Yes	15	Article 16 of the Framework Law On Primary and Secondary Education in Bosnia and Herzegovina (29)
	RS	Yes	15	Article 16 of the Framework Law On Primary and Secondary Education in Bosnia and Herzegovina (29)
	BD	Yes	15	Article 16 of the Framework Law On Primary and Secondary Education in Bosnia and Herzegovina (29)
Free Public Education	FBiH	Yes		Article 16 of the Framework Law On Primary and Secondary Education in Bosnia and Herzegovina (29)
	RS	Yes		Article 16 of the Framework Law On Primary and Secondary Education in Bosnia and Herzegovina (29)
	BD	Yes		Article 16 of the Framework Law On Primary and Secondary Education in Bosnia and Herzegovina (29)

\* No conscription or no standing military.

Neither of the entities nor BD has issued or enacted a list of hazardous occupations or activities prohibited for children.(3)

BiH law prohibits both domestic and international trafficking in persons. The Governments of BiH, the entities, and BD agreed in 2011 that BiH law would be used in cases of international trafficking, but that entity and BD laws should be adopted to cover domestic trafficking.(2, 21) In 2013, RS and the BD amended their Criminal Code to criminalize all forms of trafficking, including the trafficking of minors under 18 for the purpose of exploitation. FBiH is in process of amending their own legal framework to prohibit trafficking, but such amendments were not adopted

# Bosnia and Herzegovina

## MODERATE ADVANCEMENT

during the reporting period.(2, 7)

The Criminal Codes of BiH, FBiH, RS, and BD prohibit incitement to prostitution, forcing someone into prostitution, and turning a person over to a third party for the purpose of prostitution. However, Federation Law on Public Peace and Order considers prostitution to be a misdemeanor, which may result in minors under 18 involved in commercial sexual exploitation being charged with a crime.(30, 31) The anti-trafficking amendment adopted by BD during the year penalizes the use of a child who is a victim of trafficking for sexual services, and the amendment by RS penalizes the same offense if the perpetrator is aware that the child is a trafficking victim. However, research found no evidence of any penalties for using the services of a child prostitute in FBiH and BD laws.(21, 22, 24-26)

In addition, while FBiH, and BD have laws to prohibit the illicit trafficking of narcotics, they do not include provisions to prohibit the use, procuring, or offering of a child for this offense.(3) FBiH and BD also do not have legal provisions against the use of a child for other illicit activities.(24, 26)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
FBiH Ministry of Labor and Social Policy	Enforce labor laws, including those on child labor, in FBiH.(7)
RS Ministry of Labor and Veterans	Enforce labor laws, including those on child labor, in RS.(7)
BD Administrative Support Department	Enforce labor laws, including those on child labor, in BD.(7)
Entity- level police	Enforce criminal laws against trafficking, forced labor, prostitution, and begging.(2, 32)
State Investigative and Protection Agency (SIPA) and State Border Police (SBP)	Investigate trafficking crimes and enforce laws against trafficking (SIPA).(2, 30) Identify trafficking victims at the border (SBP).(30)
State and Entity-level Prosecutors' Offices	Prosecute trafficking, forced labor, prostitution, and begging cases at their respective levels, based on applicable laws.(2, 7, 30, 32)

Law enforcement agencies in Bosnia and Herzegovina took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

FBiH, RS, and BD have a total of 121 labor inspectors.(7) Officials in these Ministries have reported that these numbers are adequate and that they have sufficient resources to carry out inspections. Although child labor is not common in the formal sector in which labor inspections take place, labor inspectors undergo training for detection of child labor violations.(7) It has been reported that inspectors have to seek prior supervisory approval to enter inspection sites in some regions of the country. A 2012 labor inspection audit also found that in the two entities, inspectors are sometimes required to announce their intent to visit worksites prior to inspections.(33)

During the reporting period, labor inspectors confirmed that they did not find any cases of child labor, however child labor in BiH is most common in the informal sector, which is not subject to inspections.(7) In 2013, the Ministry of Human Rights and refugees (MHRR), with support from Save the Children, created a referral mechanism to provide assistance to children found begging on the street. However, in many cases, coordination among relevant agencies continues to be lacking.(30)

#### *Criminal Law Enforcement*

In 2013, the Government provided specialized training on recognition, investigation, and prosecution of trafficking to State and entity level law enforcement agencies, prosecutors, and judges.(2) Police and prosecutors at the various levels are responsible for investigating trafficking crimes and compiling information about them through the Anti-Trafficking Strike Force. Labor inspectors, however, are not part of the Strike Force.(2) If labor inspectors discover cases of forced begging that may be the result of trafficking, they are not required to investigate whether these are possible trafficking cases, which may result in misclassification of these crimes.(7)

During the reporting period the State Prosecutor's Office investigated 10 trafficking cases and had a conviction in one case, in which two individuals were sentenced to jail.(2) The entities and District prosecutors carried out 19 investigations against 35 persons, indicted 21 persons, and sentenced 4 persons to prison under their own Criminal Code provisions against pimping and pandering for prostitution.(2) Throughout the country, nine out of a total of 16 trafficking victims involved in cases in the justice system were minors and six of the minors were girls.(2) The victims of trafficking were subject to commercial sexual exploitation and forced begging however, research did not clarify which of these crimes involved children.(2)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the Office of the State Coordinator for Combatting Trafficking in Persons, research found no evidence of coordinating mechanisms to combat child labor, including all its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Office of the State Coordinator for Combatting Trafficking in Persons	Coordinate anti-trafficking efforts with a number of ministries at the entity level as well as prosecutors, at the state, entity, and local levels.(7, 30) Chair the Anti-Trafficking Strike Force, which coordinates anti-trafficking enforcement efforts, as well as another working group that addresses prevention of trafficking and protection of victims.(2) Oversee the TIP database, which includes data from NGOs, SIPA, SBP, and police agencies and prosecutors' offices at all levels.(2) Oversee shelter management and monitor NGOs' compliance with the agreed provisions on victims' assistance.(2)
Inter-Ministerial Working Group (Monitoring Team)	Monitor implementation of the Strategy to Counter Trafficking in Human Beings and the Action Plan.(30)
Council for Children	Coordinate children's issues at the national level under the Action Plan for Children of Bosnia and Herzegovina.(34) Re-established in 2013.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bosnia and Herzegovina has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Decade for Roma Inclusion 2005-2015*	Aims to improve the socioeconomic status and social inclusion of Roma. Appointed a National Coordinator for the Decade of Roma Inclusion and revised its Action Plan for 2013-2016 in December 2013.(2, 30, 35) Includes 12 countries participants, counting BiH.(7, 15)
Action Plan for Children of Bosnia and Herzegovina 2011-2014*	Seeks to enhance institutional capacity, cross-sectoral cooperation, and coordination at all government levels to create favorable conditions for children and families as well as promote children's social inclusion and their general well-being.(6)
Strategy to Counter Trafficking in Human Beings and its Action Plan 2013-2015†	Focuses on comprehensive support, prevention, victim protection and assistance, criminal prosecution and international cooperation. Follows international standards set by the Council of Europe Convention on Actions Against Trafficking in Human Beings and the Palermo Protocol.(30) Allocated \$100,000 for the Plan's implementation, which builds upon the country's previous anti-trafficking plans, including the National Action Plan for Combatting Trafficking in Human Beings 2008-2012.(1, 2, 7, 30) Implemented and monitored by a team of several ministries.(2, 7)
Action Plan for Protection of Children and Prevention of Violence of Children and Prevention of Violence on Children through information-communication technology	Aims to improve system of child protection from pornography. Includes 40 different activities that need to be accomplished until the end of 2015.(30)
Policy for Protection of Children Deprived of Parental Care and Families at Risk of Separation in FBiH 2006-2016 and the Action Plan for the period 2013-2016*	Calls for the development of social protection systems to provide sufficient protection to children without parental care and children separated from their parents.(13)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

An NGO evaluation of the Decade of Roma Inclusion showed that some progress had been made toward improving conditions for the Roma population, but that the Action Plan was not adequately implemented or funded, decreasing

# Bosnia and Herzegovina

## MODERATE ADVANCEMENT

its impact.(36). In 2014, however, the Government revised its Action Plan and appointed a National Coordinator for the Decade of Roma Inclusion.(2)

In 2012, the UN CRC asserted that the fragmented administrative system of BiH creates technical, financial and authority issues that must be overcome to implement the Action Plan for Children.(13) It is too soon to determine what impact the re-activated Council for Children will have on implementation of the Plan.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of BiH funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Ministry of Human Rights and Refugees (MHRR) Funding*†‡	MHRR housing project for the Roma community worth \$1.4 million. Implemented by MHRR and 23 NGOs.(7)
Registration Project*‡	MHRR and UNHCR project to promote registration of Roma that would ease Roma's access to social benefits.(37) In 2013, registered about 1,100 Roma for social assistance programs. Enabled 19,000 individuals to apply for social inclusion programs since the project initiation.(34)
Social Protection Centers‡	Government long and short term care for children seeking protection in "day care" and reception centers. In 2013, six such centers in FBiH and one in RS assisted 1,253 children.(13, 30, 34, 37)
Strengthening the Social Protection and Inclusion of Children in BiH‡	Government program to improve social protection systems at all levels of government, strengthen capacity of government agencies to provide for social protection and inclusion of children, and enhance coordination and communication between providers of social services and the responsible authorities at the local level. In 2013, continued with implementation of its third phase.(13) Under the program, MHRR and Save the Children (STC) conducted research on forced begging and street work and released the first report on the prevalence of forced labor. MHRR and STC also established a referral mechanism to provide assistance to children found begging on the street.(34) Program also developed and provided manuals to train judges, prosecutors, police and other relevant bodies on the subject of forced child labor on the streets.(34)
Assistance for trafficking victims‡	Government program that funds seven NGOs to provide shelter and services to both domestic and foreign trafficking victims. Provides counseling, education assistance, job training for domestic victims of human trafficking and, among other services, visa provision and legal services for foreign victims of human trafficking.(2) In 2013, provided \$128,000 for trafficking victims.(2) The State Coordinator expanded number of trafficking monitoring teams to include mental health professionals, developed guidelines on assisting trafficking victims for country's center on mental health, and trained mental health professionals, social workers, and law enforcement on trafficking.(2)
Implementation of the Strategy for Counter Trafficking in Human Beings for 2013-2015†	\$300,000 joint Government and USAID project to implement the new Strategy for Counter Trafficking in Human Beings for 2013-2015. Includes estimating the extent of trafficking in the country as well as trainings of ministries and other individuals on trafficking issues in order to raise public awareness within the frame of the Strategy.(2)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Bosnia and Herzegovina.

During the year, shelters assisted six trafficking victims, however research did not find the number of minors assisted in those shelters.(2) In the past, the Ombudsman for Human Rights attempted to collect data on child beggars from social service centers in five locations across the country. However, most of the social-service centers did not have statistical records due to insufficient financial and human capacity and the lack of jurisdiction on the issue of the rights of children who beg.(6)

BiH continues to lack government programs focusing on the worst forms of child labor, such as the use of children in begging and pick-pocketing. The Government has indicated that the number of centers that accommodate vulnerable children, including those found in begging, is inadequate.(6)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor,

including its worst forms, in Bosnia and Herzegovina (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that regulations exist in all entities that clearly describe the hazardous types of work prohibited to minors.	2009 – 2013
	Ensure that children engaged in prostitution are treated as victims rather than criminals under FBiH law.	2013
	Adopt proposed amendments to harmonize State and Federation of Bosnia and Herzegovina criminal laws to explicitly prohibit all forms of trafficking.	2011 – 2013
	Amend laws in FBiH and BD to penalize any use of a child for prostitution.	2013
	Ensure that minors are protected from being used, procured, or offered for illicit trafficking of drugs or for other illicit activities in FBiH and BD laws.	2011 – 2013
Enforcement	Ensure that sufficient investigation is conducted when children are found begging in the streets to determine whether these are possible trafficking cases.	2012 – 2013
	Ensure that labor inspectors do not require prior supervisory approval to conduct inspections and enable their free unannounced entry at inspection sites.	2013
	Collect complete data, disaggregated by age and type of trafficking (when applicable), for victims of trafficking, pimping, and pandering served by the justice system.	2013
	Improve coordination among relevant agencies to ensure children found in the worst forms of child labor are referred to appropriate services.	2013
Coordination	Establish coordinating mechanisms at the state and entity levels to combat all worst forms of child labor.	2009 – 2013
Government Policies	Assess the impact of policies aimed at assisting children and vulnerable populations, including the Roma population, on the worst forms of child labor.	2010 – 2013
Social Programs	Collect data on children involved in the worst forms of child labor, particularly those used in pickpocketing and commercial sexual exploitation in order to enhance policymakers' ability to identify problems more accurately and to address them more effectively.	2009 – 2013
	Promote Roma and other minority involvement in education by instituting support programs, culturally sensitive curriculum, and language barriers.	2013
	Expand efforts to assist Roma and other families to register for the proper citizenship documentation that entitles their children to access to school.	2011 – 2013
	Assess the impact of programs that serve children and vulnerable populations, including the Roma population, on the worst forms of child labor.	2013
	Institute programs, including long-term facilities, to address children's involvement in begging and pickpocketing rings.	2012 – 2013
	Improve the statistical capacity of social service centers to collect quality data on children working in forced begging and child victims of sexual exploitation, and ensure data on trafficking victims served by shelters is disaggregated between adults and children.	2012 – 2013

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# Bosnia and Herzegovina

## MODERATE ADVANCEMENT

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*In 2013, Botswana made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continued its Stay-in-School Program which is focused on training educators and social workers to explain the importance of education to parents, and to help them overcome issues preventing children from attending school. The Government is also funding and participating in a working group with NGOs to develop a list of hazardous occupations that should be prohibited for children, and to develop other laws related to child labor. However, children in Botswana continue to engage in child labor in cattle herding in rural areas and domestic service in urban centers. Key gaps remain in the country's legal framework against child labor, and enforcement of existing laws is insufficient.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Botswana are engaged in child labor, including in cattle herding in rural areas and domestic service in urban centers.(1-4) Table 1 provides key indicators on children's work and education in Botswana. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	5-14 yrs.	Unavailable
Primary Completion Rate (%)		94.7

Source for primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Agriculture, activities unknown (1, 3, 4)
	Herding cattle* (1-4)
Services	Street work, including vending* and car washing* (2)
	Domestic service (1-4, 7)
Categorical Worst Forms of Child Labor‡	Forced labor on farms and cattle posts,* sometimes as a result of human trafficking* (4, 8)
	Commercial sexual exploitation sometimes as a result of human trafficking (4, 8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Truck drivers are among those who exploit children in commercial sexual exploitation in bars and along major highways in Botswana.(4, 8)







# Botswana

## MINIMAL ADVANCEMENT

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Botswana has ratified all key international conventions concerning child labor, including its worst forms (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Employment Act (9)
Minimum Age for Hazardous Work	Yes	18	Employment Act (9)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Employment Act (9)
Prohibition of Child Trafficking	Yes		Penal Code; Criminal Procedure and Evidence Act; Section 114 of the Children's Act (10-12)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code; Criminal Procedure and Evidence Act; Children's Act (10-12)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Botswana Defense Force Act (13)
Minimum Age for Voluntary Military Service	Yes	18	Botswana Defense Force Act (13)
Compulsory Education Age	No		
Free Public Education	No		

Research found no evidence that Botswanan law establishes a list of hazardous occupations prohibited for children, although the Government has made efforts to compile one in recent years.(14, 15) The Government of Botswana does not yet have a law prohibiting trafficking in persons, although one is currently under consideration.(8, 16, 17) In 2013, the Ministry of Defense, Justice, and Security (MDJS) held sessions on draft legislation, including one in February 2013 designed to solicit feedback from civil society.(8) In the absence of a comprehensive trafficking law, current laws do not fully protect against sex and labor trafficking in Botswana. While Section 114 of the Children's Act specifically prohibits the trafficking of children, it does not define child trafficking.(12) It is unclear whether the country's various laws on trafficking fully protect children from all forms of trafficking. In addition, while Section 60 of the Children's Act prohibits the use of a child in the production or trafficking of drugs, laws do not prohibit the use of children in other illicit activities or provide protections to children in domestic work.(12) Although research did not uncover any laws making education compulsory, the Government has reported to UNESCO that education is compulsory to age 16.(4, 17-19) Primary school education is free, but secondary school costs between \$38 and \$43 per year.(17) The law provides that children from poor families are exempted from paying school fees and shall receive free meals, toiletries, and school uniforms.(1, 4, 17, 18) However, the lack of free secondary education and a compulsory education law may leave some children more vulnerable to involvement in the worst forms of child labor.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Home Affairs (MOLHA) Department of Labor	Enforce child labor laws and policies. Investigate workplaces that are suspected of violating child labor laws and authorization to end employment relationships involving children is tasked to the Commissioner of Labor within the MOLHA.(1, 4, 9, 14, 20, 21) Enforce the Employment Act, which includes those provisions related to the employment of children, within the scope of its labor inspections is charged to the Labor Inspection Unit under the Commissioner of Labor's Office.(1, 4, 9, 14, 20, 21)
District and Municipal Council Child Welfare Divisions	Enforce child labor laws at the local levels.(1, 14, 22)
Ministry of Defense, Justice, and Security (MDJS)	Monitor suspected trafficking cases and trafficking-related matters.(16)

Law enforcement agencies in Botswana took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Government reported that it investigated and processed child labor cases; however, research did not uncover any additional information about these actions.(1) The Ministry of Labor and Home Affairs (MOLHA) allocated funding to the Department of Labor specifically for child labor issues in the national 2012-2013 budget.(23) It is unclear how many labor inspectors are employed by the MOLHA or the level of funding available for inspections; however, the MOLHA has stated that it does not have enough labor investigators to address child labor in rural areas.(1, 14, 22)

#### *Criminal Law Enforcement*

In 2013, the Department of Social and Community Development began developing tools to support the enforcement of the Children's Act, and the MDJS agreed to include "children used by adults to commit crime" in the Child Justice data collection tool. In addition, the Government has contracted local NGOs to begin drafting referral procedures for orphans and vulnerable children.(17) Despite significant efforts in past years—including increases in training—to address trafficking in Botswana, it is reported that deficiencies in the way police handle cases of violence against women and children (e.g., targeting women in prostitution but not procurers or accomplices, as well as a lack of centralized referral systems and sufficient sensitization and investigative skills) constrain their ability to identify, prosecute, and prevent trafficking.(15, 16, 22) In addition, the Penal Code and the Criminal Procedure and Evidence Act have not been used to prosecute or convict any trafficking offenders.(8)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Advisory Committee on Child Labor	Include representatives from government agencies, various NGOs, worker federations, and employer organizations, and facilitate the oversight of child labor issues among all stakeholders.(2, 4, 14)
Child Labor Committees	Identify child laborers. Created by some villages. Include a social worker; local school teachers; members of the Village Development Committees (VDC), which are local government structures; labor inspection officers; and community leaders, including the chief and local priest.(3, 17)

In 2013, in addition to the above mechanisms, the Government is funding and participating in a working group with NGOs to develop a list of hazardous occupations that should be prohibited for children, and to develop other laws related to child labor.

# Botswana

## MINIMAL ADVANCEMENT

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Botswana has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan on the Elimination of the Worst Kinds of Child Labor	Include action items such as addressing legislation and policy gaps, raising awareness, designing programs better targeted to address child labor, and providing training for relevant stakeholders and implementers.(20)
National Plan of Action for Orphans and Vulnerable Children (OVC)*	Respond to challenges faced by OVCs within other strategic policy plans, including Vision 2016, the 2010 National Development Plan (NDP 10), and the Second National Strategic Framework (NSF II). Facilitate decentralized operational planning, serve as a communication tool among key players, provide a long-term perspective for planning within a broad child protection framework, and facilitate the operationalization of the Children's Act (2009) and other OVC-related regulations.(24)
Presidential Task Group on Long-Term Vision for Botswana's Vision 2016 Strategy*	Acknowledge that parents sometimes intentionally choose not to send their children to school. Provide universal access to school and helping improve families' socioeconomic conditions so that children in poor and rural areas are no longer viewed as essential sources of labor and income.(25)
UN Development Assistance Framework for Botswana (2010-2016)*	Include the goal of reducing child labor to help create a protective and supportive environment for children.(26)
1996 Botswana National Youth Policy (NYP) and 2001 National Action Plan for Youth*	Address issues affecting youth, such as abuse of young people and the high number of young people who are not in school. Include government-funded programs and nationwide seminars to encourage youth entrepreneurship.(17, 18, 27)
MOLHA Sustainability Plan	Make child labor a part of the daily operations of labor inspectors, who work closely with the VDCs. Consist mostly of local leaders and volunteers who identify and refer cases of child labor to social workers.(23) That schools will be charged with monitoring school attendance to promote retention.(23)
Ministry and Department Action Plans	Efforts to address child labor by the Ministry of Education, the Department of Social Services, and the Botswana Police.(28) Several components by the Ministry of Gender and Child Welfare were implemented including the safety and protection of children and reaching out to children in need.(28)

\*The impact of this policy on child labor does not appear to have been studied.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Botswana funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Decent Work Country Program (DWCP)*	ILO DWCP for Southern Africa focuses on employment creation, social protection, tripartism, social dialogue, and workers' rights. Addresses HIV/AIDS and child labor issues through addressing socioeconomic issues.(28, 29)
Stay-in-School Program *‡	Government program where educators and social workers collaborate to help keep children in school by explaining the importance of a child's education to parents and by working to overcome issues preventing children from attending school.(1, 14)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Botswana.

In 2013, the Government also began releasing data on a comprehensive census conducted in 2011, which does not appear to include information on child labor.(15, 30) The Government increased campaigns to raise awareness of child labor, including through its ministries and in partnership with NGOs.(1, 8, 14) Although the Government has programs to address child labor, little research is available on their impact, especially in addressing child domestic work and livestock herding.



## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Botswana (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact a law that identifies the hazardous occupations prohibited for children.	2009 – 2013
	Clarify whether laws fully protect children from trafficking and take measures to strengthen these laws if they do not, including by passing the pending anti-trafficking legislation.	2010 – 2013
	Prohibit the use of children in illicit activities.	2011 – 2013
	Extend protection to all children working in child labor in domestic service.	2010 – 2013
	Ensure free education for all children and make education compulsory until at least the minimum age of employment.	2010 – 2013
Enforcement	Make information publicly available on the number of labor inspectors employed, funding levels, number of investigations and outcomes of cases, and ensure that adequate resources are available to enforce child labor laws throughout the whole country.	2012 – 2013
	Improve the ability of the police force to handle cases of violence and trafficking of children through targeting procurers and accomplices in prostitution, centralizing referral systems, and training in sensitization and investigative skills.	2011 – 2013
	Prosecute and convict those who violate anti-trafficking laws.	2011 – 2013
Government Policies	Assess the impact of the NYP and other policies on child labor.	2011 – 2013
Social Programs	Develop programs to address child labor in domestic work and cattle herding, and assess the impact of existing programs on child labor.	2012 – 2013
	Conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2013

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# Botswana

## MINIMAL ADVANCEMENT

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*In 2013, Brazil made a significant advancement in efforts to eliminate the worst forms of child labor. The Government increased budget allocations for its flagship social protection programs, Bolsa Familia, Brasil Carinhoso, and Brasil sem Miséria, with their combined budgets growing from \$20.33 billion in 2012 to \$24.4 billion in 2013. The Government established new guidelines to prioritize child labor in the labor inspectorate system and created a national training academy for labor inspectors. The Government also conducted 8,277 child labor inspections and rescued 7,413 children from child labor. It restructured the National Program to Eradicate Child Labor to improve coordination and provide additional resources to local governments, and established a new national plan to combat sexual violence and commercial sexual exploitation of children. However, children in Brazil continue to engage in child labor in agriculture and domestic service. Some local governments lack adequate resources to fully implement national programs to combat child labor, including child trafficking.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Brazil are engaged in child labor in agriculture and domestic work. (1, 2) Table 1 provides key indicators on children's work and education in Brazil.

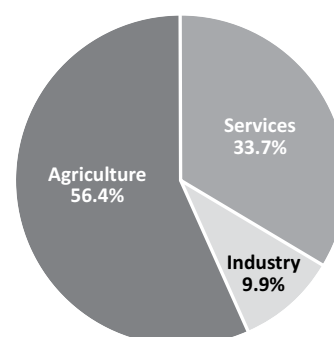
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	3.5 (1,116,499)
Attending School (%)	5-14 yrs.	97.2
Combining Work and School (%)	7-14 yrs.	4.0
Primary Completion Rate (%)	Unavailable	

Source for primary completion rate: Data published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from PNAD Survey, 2011.(4)

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of apples,*† babassu (palm used to produce oil),*† beans,*† cashews,† citrus,*† coffee,*† corn,*† cocoa,*† cotton,† manioc,† mate tea,*† pineapple,† rice,† sisal,† sugarcane,*† tobacco,† tomatoes,*† and strawberries*† (5-31)
	Cattle ranching† and animal slaughter,† including for beef production† (5, 32, 33)
	Mollusk harvesting*† (18, 34)
Industry	Production of charcoal,† ceramics,† and bricks† (35-38)
	Mining gemstones*† (39)

# Brazil

## SIGNIFICANT ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Production of garments,*† footwear,† and leather*† (17, 25, 38, 40, 41)
	Work in quarries *† (42, 43)
	Street work,† including vending, performing, and begging (2, 44)
	Garbage scavenging† (17, 44)
Services	Automobile washing and repair† (17, 41)
	Work in markets† (19, 45)
	Artistic and sporting activities* (46-48)
	Domestic service† (2, 49)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking* (50-52)
	Domestic service, begging, drug trafficking, and playing soccer as a result of human trafficking*† (50, 53)
	Use of children in drug trafficking*† (2, 54)
	Forced labor in the production of manioc*† (8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In October 2013, the Government released the results of the 2012 National Household Survey (PNAD).(55) These data were not analyzed in time to be used in this report, so data from 2011 are included in Table 1. According to the 2012 PNAD, more than 3.5 million children ages 5 to 17 work in Brazil, a reduction of 5.4 percent compared with the 2011 PNAD survey results, which found 3.65 million child laborers.(55, 56) However, the Government did not conduct in-depth research on hard-to-reach populations, such as children engaged in drug trafficking, commercial sexual exploitation, forced labor, or labor in indigenous communities.




A 2013 study by the NGO Repórter Brasil estimates that more than 258,000 children ages 10 to 17 work in domestic service in third-party homes.(2) In October 2013, the Ministry of Justice released a study on human trafficking in border areas, covering 11 states. According to the study, Brazilian and Paraguayan indigenous children are trafficked for domestic service; Paraguayan indigenous children are trafficked for the purpose of begging; adolescents, including some from Haiti and South Korea, were trafficked to play in soccer clubs.(50, 53)

In March 2014, the newspaper Folha do São Paulo reported that every day on average, eight primary and secondary schools close in rural areas. In 2013, approximately 3,200 schools were closed because of the high costs and infrastructure problems.(57, 58) A 2009 UNICEF study reported that rural areas in Northeast Brazil face challenges in providing access to education. School infrastructure is precarious, and some schools do not have running water, electricity, or toilets.(59) Transportation is not always available because of aging buses, long travel distances, and bad road conditions. Some children lack birth certificates, which hinders their access to education.(59) A 2010 World Bank study found that only approximately 60 percent of youth enrolled in secondary education in Northeast Brazil complete their schooling.(60)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Brazil has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government of Brazil has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 7, Title II of the Constitution and Article 403 of the Labor Code (61, 62)
Minimum Age for Hazardous Work	Yes	18	Article 7, Title II of the Constitution and Article 2 of Decree 6.481 of 2008 (61, 63)
List of Hazardous Occupations Prohibited for Children	Yes		Decree 6.481 of 2008 (63)
Prohibition of Forced Labor	Yes		Article 149 of the Penal Code (64)
Prohibition of Child Trafficking	Yes		Article 230 and 231-A of the Penal Code (64, 65)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 218-B 227-228 of the Penal Code and Article 240-244A of the Statute of the Child and Adolescent (64, 66)
Prohibition of Using Children in Illicit Activities	Yes		Article 4 of Decree No. 6.481 of 2008 and Articles 33-40, Chapter II of Law 11.343 of 2006 (63, 67)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 5 of Law 4.375 of 1964 (68)
Minimum Age for Voluntary Military Service	Yes	17	Article 5 of Law 4.375 of 1964 (68)
Compulsory Education Age	Yes	17	Article 208 of the Constitution (61)
Free Public Education	Yes		Article 208 of the Constitution (61)

Although Brazil's minimum age legislation is higher than international standards regarding child labor, it includes an exemption for apprenticeships at age 14. The law also makes an exception for adolescents ages 14 to 15 to work under the supervision of their guardian or parents and on the same worksite—as long as it is not harmful to their development and is vital for their family's survival.(62, 69) Based on data from the 2009 PNAD and the Ministry of Labor and Employment (MTE), 1.13 million adolescents ages 14 to 15 work without registered apprenticeship contracts.(70) In 2011, the Brazilian News Agency reported that between 2005 and 2010, judges authorized more than 33,000 children under age 16 to work. Some of these authorizations allowed children to perform hazardous activities such as scavenging, construction, and fertilizer production.(71) In some cases, these authorizations were issued to children under age 14.(70) In 2013, the Labor Regional Court of the 2<sup>nd</sup> Region determined that the labor justice system has the sole authority to grant work permits. This ruling will allow the labor judges to apply child-labor legislation and streamline the process of issuing work authorizations.(72, 73)

Brazil's definition of forced labor, which is broader than that of the ILO Conventions, includes unacceptable or degrading working conditions as a form of forced labor. However, the Penal Code's definition of trafficking in persons



# Brazil

## SIGNIFICANT ADVANCEMENT

does not cover trafficking for the purposes of labor.(64, 65) Resolution 93 of 2010 grants permanent visa status to foreign victims of human trafficking or labor exploitation, including commercial sexual exploitation, forced labor, and indentured labor.(74) Notwithstanding, in February and March 2013, the Government deported 47 Paraguayan workers, including seven adolescents who were victims of forced labor.(8, 75)

During the reporting period, the Government approved legislation to lower the age to begin compulsory education from 6 to 4, and to extend labor protections to domestic workers.(76, 77) In 2013, the Brazilian Chamber of Deputies established a task force to discuss efforts to combat child labor and propose changes in legislation and new actions to address it.(78) The São Paulo State Government approved legislation to combat forced and exploitative labor in supply chains, which will revoke for 10 years the business license of any enterprise that directly or indirectly employs workers under forced labor conditions. The revocation can be ordered by any judicial body or jurisdiction hearing the case.(79, 80)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Employment (MTE)	Conduct labor inspections, enforce child and forced labor laws, and monitor child and forced labor.(19) Labor inspections are planned by regional offices based on MTE's goals, analyses of labor market data, and available human and financial resources.(81) Has special units composed of labor inspectors, Federal Police (FP), and federal labor prosecutors to conduct forced labor inspections.(19) Work with the Ministry of Justice and other government agencies when they find foreign workers who have been trafficked and work under forced labor conditions.(82)
Federal Labor Prosecutor's Office (MPT)	Prosecute child labor violations by working with 24 prosecutors from its National Committee to Combat Child Labor, an in-house body that directs the MPT's efforts to combat child labor.(83, 84) Carry out awareness-raising campaigns. Monitor whether child labor policies are implemented and municipalities budget the required 5 percent for initiatives to protect children's rights.(19, 84, 85)
FP	Investigate cases of forced labor, human trafficking, and commercial sexual exploitation of children.(19)
Public Ministry (MP)	Investigate and prosecute cases of forced labor and human trafficking.(17)
Ministry of Justice (MOJ)	Lead efforts to combat human trafficking.(19)
Office of the President's Secretariat of Human Rights (SDH)	Coordinate efforts to protect human rights, including combating forced labor and commercial sexual exploitation. Sponsor a human rights violation hotline, Dial 100, which directs complaints to appropriate institutions for follow-up.(19)
Office of the President's Secretariat for Women's Policies	Operate Dial 180, a hotline that receives complaints about human trafficking.(19)

Law enforcement agencies in Brazil took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the MTE had 2,800 labor inspectors who worked in all 26 states. It established a training academy to enhance the skills of labor inspectors, which will be coordinated by the Secretary of Labor Inspections.(19, 86) The MTE's budget reached \$29.9 billion, a 13-percent increase over its 2012 budget.(19) The MTE established new guidelines for labor inspectors to address child labor that require its regional offices to prioritize cases of child labor and those involving adolescent apprentices, include child-labor inspections and related activities in their annual planning, and coordinate activities with other government agencies and child-labor committees at the state or local level.(87)

During the reporting period, the MTE inspected 275,139 worksites, carried out 8,277 child labor inspections, and conducted 162 operations against forced labor. As a result, MTE removed 7,432 children from child labor,

rescued 1,658 workers from forced labor conditions, and imposed fines of more than \$1.4 billion for all labor violations.(17, 88) Data are unavailable about the total number of children under age 18 who were rescued from forced labor conditions in 2013.

During the last 4 years, the Public Ministry (MP) has opened 702 investigations of forced labor and the National Police conducted an additional 185 investigations. Of these cases, 469 have been tried, but no sentences have been issued.(17, 89) The MP has requested that the National Council of Justice prioritize these cases and establish targets for issuing sentences.(89, 90) It is unclear whether these investigations or trials involved forced child labor.

In 2013, the Federal Labor Prosecutor's Office (MPT) published guidelines to mainstream child labor into the actions performed by labor prosecutors, conducted child labor investigations, and raised awareness of child labor.(91) The Office of the President's Secretariat of Human Rights' (SDH) Dial 100 hotline received 124,079 complaints related to violations of children's rights. Approximately 9,900 of these complaints were related to child labor.(19, 92) In addition, states have established mechanisms to receive child labor complaints. For example, the Secretariat for Social Development in the State of Minas Gerais receives such complaints through its human rights hotline.(19, 93)

### ***Criminal Law Enforcement***

Between January and June 2013, the Secretariat for Women's Policies' Dial 180 hotline received 263 human trafficking complaints, compared with 17 complaints during the same period in 2012.(94) Although no exact numbers are available, Brazilian prosecutors tried at least 40 individuals for sex trafficking and forced labor; at least 15 of them were convicted with sentences ranging from fines of \$135,000 to 15 years in prison.(95) The Government does not distinguish between adult trafficking and child trafficking cases in its public reporting, so it is difficult to discern how many of these 15 individuals were convicted of child trafficking.

Safernet Brazil, a partnership between the Government and an NGO, receives online complaints about human rights violations, including child pornography and human trafficking. Safernet Brazil hosts a helpline to provide counseling support and a one-stop Web site with information about cybercrimes in Brazil.(96, 97) In 2013, Safernet received more than 240,000 complaints, 80,000 of which pertained to child pornography. As a result of those complaints, 134 individuals were sent to prison for child pornography, an increase of 127 percent over 2012, when 59 individuals went to prison for this offense.(98, 99)

In 2013, the Ministry of Justice (MOJ) partnered with the U.S. Government to train more than 360 state law enforcement officials on human trafficking and victims' assistance. The MOJ also trained law enforcement officials, including approximately 2,000 police officers, in 20 cities.(17) The Government signed an agreement with UNODC to establish a country office that will promote South-South and intraregional cooperation, as well as raised awareness of human trafficking.(19, 100)

Based on law enforcement and victim assistance data, the Government and UNODC published a study of human trafficking, which sheds light on the extent of this crime. The study reported that the Federal Police investigated 514 cases of human trafficking between 2005 and 2011: 344 of these cases were related to forced labor, 157 to international trafficking, and 13 to domestic trafficking.(101) The study also pointed out that Brazil has challenges in collecting criminal evidence because of the lack of legislation that covers all forms of human trafficking.(101) Furthermore, according to a 2012 report by the Brazilian Senate, some local governments lack adequate resources to combat human trafficking and assist human trafficking victims.(102)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

# Brazil

## SIGNIFICANT ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Council for the Rights of Children and Adolescents (CONANDA)	Coordinate and monitor policies to protect children's rights, including child labor.(103)
Interagency Committee to Implement Strategies to Ensure the Protection of Children's and Adolescents' Rights	Coordinate the implementation of policies to protect children's and adolescents' rights, including the National Plan for the Prevention and Eradication of Child Labor and Protection of Working Adolescents. Composed of nine government entities, including the National Council of the Federal Public Ministry and the Labor Justice Commission, and led by the SDH.(104)
National Committee for the Elimination of Child Labor	Lead the implementation of the National Plan for the Prevention and Elimination of Child Labor and the Protection of Working Adolescents. Coordinated by the MTE, it includes 17 government agencies along with representatives from trade unions, business associations, and civil society organizations.(105, 106)
Intersectoral Committee to Combat Sexual Violence against Children and Adolescents	Monitor the implementation of the National Plan to Combat Sexual Violence against Children. Led by the SDH.(107)
National Commission to Combat Human Trafficking	Coordinate the implementation of the Second National Plan to Combat Human Trafficking. Chaired by the MOJ.(19)
Labor Justice Commission for the Elimination of Child labor	Direct efforts led by the labor justice system to eradicate child labor.(108)
Anti-trafficking Interagency Coordination Centers (Núcleos)	Coordinate activities carried out by local, state, and federal agencies to combat human trafficking. There are currently 16 states with coordination centers.(17)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Brazil has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan for the Prevention and Eradication of Child Labor and Protection of Working Adolescents	Guides the Government of Brazil's efforts to combat child labor, including its worst forms.(109, 110)
National Plan to Combat Sexual Violence against Children and Adolescents†	Lays out a set of strategies to prevent sexual violence, protect children's rights, and assist child victims of sexual violence as well as their families. Approved in 2013.(111) Discussed throughout Brazil, harmonized with other child-related policies, and included in the 4-year National Development Plan.(111)
10-Year Plan for Children and Adolescents	Outlines the policy framework to promote children's rights. Aims to expand and coordinate policies and actions to address child labor.(112) In January 2014, CONANDA established guidelines for states and municipalities to develop 10-year plans for children and adolescents based on the goals and objectives of the 10-Year Plan for Children and Adolescents.(113)
Second Plan to Combat Forced Labor	Establishes the policy framework to address forced labor, including forced child labor.(111, 114)
Second Plan to Combat Trafficking in Persons†	Guides efforts to combat human trafficking, including child trafficking. Adopted in 2013.(17, 19)
Decent Work National Plan and the Decent Work Agenda for Youth	The Decent Work National Plan and the Decent Work Agenda for Youth both outline policies to provide decent work opportunities and increase access to education and vocational training.(115, 116)
National Educational Plan†	Aims to expand access to education and improve education quality. Has 20 goals, including increased access to daycare, universal basic education, an end to illiteracy, and conversion of 50 percent of public schools into full-time schools, extending the number of school hours per day to 7 or more. Under the Plan, 10 percent of Brazil's GDP will be allocated to education.(117-119)
4-year Development Plan (2012–2015)	Seeks to achieve sustainable development that reaches all regions and promotes social equality through access to quality education, technological innovation, and environmental sustainability. Aims to lift 16 million people out of extreme poverty, and build 2 million houses for low-income families and 6,000 daycare centers and preschools.(120)

† Policy was launched during the reporting period.

In 2013, the Government hosted the Third Global Conference on Child Labor, which brought together 1,500 participants from more than 150 countries. Country participants signed a non-binding declaration, the Brasilia Declaration, that urges countries to bolster efforts to combat the worst forms of child labor and cooperate to achieve this goal.(19, 121)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Brazil funded and participated in programs that include the goal of eliminating and preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
National Plan to Eradicate Child Labor ( <i>Programa de Erradicação do Trabalho Infantil</i> [PETI])‡	Combats child labor by providing conditional cash transfers to families with working children who commit to keep their children in school and out of work. Beneficiaries receive tailored social services based on their needs and vulnerability.(110, 122, 123) Implemented in more than 3,500 municipalities; more than 820,000 children benefit from the program. Tracks project beneficiaries through a national monitoring system.(110, 123) In 2013, the Government restructured PETI to redefine responsibilities for federal, state, and municipal governments and provides additional resources to states and municipalities for implementation, with a focus on 1,913 municipalities where 78 percent of child labor in Brazil occurs, according to the 2010 National Census.(41, 124)
Family Grant ( <i>Bolsa Familia</i> )‡	Aims to combat poverty by supplementing family income and targeting rural and urban areas where child labor is prevalent. One condition for family participation is that children under age 18 attend school regularly; more than 13 million families participate.(125, 126) Its budget grew from \$8.5 billion in 2012 to \$10.1 billion in 2013.(20) To address non-compliance with the school attendance requirements, the Ministry of Education, the Ministry of Social Development and Fight against Hunger, and local and state governments track school attendance every two months. In October and November 2013, approximately 96 percent of <i>Bolsa Familia</i> 's children met program requirements; this is the highest number since 2006, when these government agencies began to monitor school attendance.(127, 128)
Caring Brazil Program ( <i>Brasil Carinhoso</i> )‡	Combats extreme poverty among participants of the <i>Bolsa Familia</i> program, whose monthly income per capita is less than \$137. <i>Brasil Carinhoso</i> targets families with children ages 0 to 15 and benefits 16.4 million people.(129, 130) The budget rose from \$930 million in 2012 to \$1.67 billion in 2013.(19)
Brazil Without Misery ( <i>Brasil sem Miséria</i> )‡	Seeks to lift more than 16 million people out of extreme poverty in rural and urban areas by expanding access to social protection programs, improving productivity and job skills, and providing access to basic services.(131) The budget increased from \$10.6 million in 2012 to \$12.7 billion in 2013.(19)
Job Training and Employment National Program ( <i>Programa Nacional de Acesso ao Ensino Técnico e Emprego</i> [PRONATEC])‡	Provides job training and employment opportunities to youth older than age 16. In 2013, the Government made PRONATEC a permanent program, and will have 1 million spots available for <i>Bolsa Familia</i> beneficiaries.(132, 133)
More Education Program ( <i>Programa Mais Educação</i> )‡	Offers educational services such as afterschool activities and remedial activities to reduce dropout rates and grade repetition as well as to combat child labor. In 2013, the program expanded to 49,000 public schools, including schools where the majority of students benefit from <i>Bolsa Familia</i> .(134, 135)
National Household Survey‡	The Government conducts an annual national household survey that includes child labor.(136)
South-South Cooperation Project‡	Funds projects implemented by the ILO-IPEC to promote South-South cooperation. In 2013, the Government tripled the amount of funding (from \$1 million to \$3 million) to promote the exchange of good practices to combat child labor in Latin America.(137) It continued to partner with the Governments of Haiti and the United States, as well as with the ILO, to combat child labor in Haiti.(138, 139)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Brazil, aims to improve the evidence base on child labor and forced labor through data collection and research.(140)
Project to Consolidate Efforts to Combat Forced Labor in Brazil and Peru	\$6 million USDOL-funded 4-year project implemented by the ILO to combat forced labor, including forced child labor, in Brazil and Peru, and to share Brazil's good practices with the Government of Peru and Peruvian stakeholders.(141, 142)
Project to Promote Horizontal Cooperation in South America	\$7.65 million USDOL-funded 4-year project implemented by the ILO-IPEC to promote collaboration among Bolivia, Brazil, Ecuador, and Paraguay to combat the worst forms of child labor. Rescued 8,525 children from child labor by providing educational services in the four countries; conducted capacity-building, awareness-raising, and research activities.(143, 144)

# Brazil

## SIGNIFICANT ADVANCEMENT

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Project to Support National Efforts toward a child labor-free state, Bahia	\$4.9 million USDOL-funded, 4-year project implemented by the ILO-IPEC to support the State of Bahia to become the first state free of child labor. Provided educational services to more than 16,000 children, including Afro-descendants.(145, 146)

‡ Program is funded by the Government of Brazil.

Although the National Plan to Eradicate Child Labor (PETI) and *Bolsa Familia* have reduced child labor in Brazil, challenges remain. Research has found that some vulnerable families continue to value children's work over education. (109, 147) Some PETI beneficiaries are not fully complying with program requirements, and reports claim that some children do not attend school while others combine school and work.(148, 149) According to a 2010 report, only 26 percent of street children benefit from *Bolsa Familia*.(44) Because of decentralization of PETI and *Bolsa Familia*, local communities are responsible for their implementation; however, they do not have the resources to both fully implement and monitor the programs. Despite the increased funding from the central Government, in some cases, the operational costs of these programs exceed the funding provided by the Federal Government or local governments lack the institutional capacity to implement them.(2, 150, 151) Furthermore, more than 3,200 municipalities in Brazil carry out actions to combat child labor.(152) However, the Government does not have in place an effective monitoring system to track the implementation of child labor policies and programs, which could be used to identify needed technical assistance for local communities and to share best practices.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR, INCLUDING ITS WORST FORMS

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Brazil (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Expand the Penal Code's definition of human trafficking to cover trafficking for labor exploitation as a criminal offense.	2011 – 2013
Enforcement	Ensure that labor judges do not issue work permits for children under age 14 and children ages 14 to 15 to engage in the worst forms of child labor, including by: Establishing guidelines for labor judges to issue work authorizations. Raising awareness of Decree No. 6.481 of 2008 and other child labor laws among labor judges.	2012 – 2013
	Ensure that employers who hire adolescent apprentices ages 14 to 15 comply with labor laws.	2013
	Ensure that law enforcement officials implement legislation that grants permanent visa status to foreign victims of human trafficking or labor exploitation.	2012 – 2013
	Make information publicly available on cases of child trafficking and forced labor, including the number of rescued children, investigations, prosecutions, and convictions.	2012 – 2013
	Ensure that the judicial system issues sentences for forced labor cases.	2013
	Provide adequate resources to local governments to combat human trafficking and assist victims of such crime.	2012 – 2013
	Develop a monitoring system to track the implementation of child labor policies and programs.	2009 – 2013
Social Programs	Carry out more in-depth research on the worst forms of child labor, particularly with regard to children engaged in drug trafficking and commercial sexual exploitation, as well as child victims of forced labor and child labor in indigenous communities.	2009 – 2013
	Provide local governments with resources to fully implement and monitor the PETI and Bolsa Familia programs, identify technical assistance needed by communities, raise awareness, and establish best practices to address child labor and poverty.	2009 – 2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Expand efforts to improve access to basic education, particularly in the northeast region.	2013
	Ensure that families participating in PETI comply with program requirements to keep children in schools and out of work.	2009 – 2013
	Expand access of street children to Bolsa Familia.	2012 – 2013

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*In 2013, Burkina Faso made moderate advancement in efforts to eliminate the worst forms of child labor. The Government rescued more than 1,000 victims of child trafficking and provided child labor training to all the labor inspectors. It also launched and continued to operate key social programs that address the root causes of child labor, including birth registry and food-aid programs. However, children in Burkina Faso continue to engage in child labor in agriculture and in the worst forms of child labor in mining. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. In addition, the lack of funding has hampered the implementation of child labor policies. Moreover, the social programs related to the worst forms of child labor do not match the scope of the problem.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Burkina Faso are engaged in child labor in agriculture and in the worst forms of child labor in mining.(1, 2) Table 1 provides key indicators on children's work and education in Burkina Faso.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	42.1 (2,116,752)
Attending School (%)	5-14 yrs.	41.9
Combining Work and School (%)	7-14 yrs.	21.7
Primary Completion Rate (%)		57.6

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Démographique et de Santé et à Indicateurs Multiples, 2010.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting, weeding, and harvesting crops, including cotton (5-8)
	Harvesting mangos* (9)
	Herding animals, including cattle* and goats* (8, 10)
Industry	Working in gold mines† (1, 2, 6, 7, 11-24)
	Working in granite quarries*† (1, 2, 7, 14-17, 25-28)
Services	Domestic work (2, 5, 17, 18, 29-31)
	Street work, including vending and begging (5, 7, 8, 18, 32-34)
	Use of children in illicit activities, including drug trafficking (1, 7, 18, 32, 35)
Categorical Worst Forms of Child Labor‡	Forced labor in herding* (8, 10)
	Commercial sexual exploitation sometimes as a result of human trafficking (32, 37)
	Farming including cotton, domestic work, herding,* begging, gold mining, and work in quarries,* as a result of human trafficking (5, 7, 8, 17, 32, 33, 36-38)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.



# Burkina Faso

## MODERATE ADVANCEMENT

In Burkina Faso, some boys placed in the care of Koranic teachers to be educated are forced by their teachers to beg in the streets and to surrender the money they have earned.(5, 7, 17, 33, 36-39) Koranic students may also be required to work in cotton fields.(39) Street children sometimes beg, including in the two largest cities of Ouagadougou and Bobo-Dioulasso.(5, 7, 32-34, 36) Burkina Faso is a destination, transit point, and source for child trafficking.(5, 7, 37) Boys are trafficked from Burkina Faso to Côte d'Ivoire to work in the cocoa sector, and to Mali to work in rice fields.(40, 41) Nigerian children are also trafficked into forced commercial sexual exploitation in Burkina Faso.(32, 37)




In Burkina Faso, the lack of educational infrastructure hinders children's access to education , particularly in rural areas.(10, 42) The crisis is especially acute among the 49,975 refugees—many resulting from the conflict in Mali—hosted in Burkina Faso as of May 2013.(18, 43-45) A lack of government resources has limited many Malian refugee children's access to education.(46, 47) Students are also abused physically and sexually by their teachers, which may discourage some children from attending school.(7) In addition, one in three Burkinabé children is not registered at birth. Some schools' requirement for birth certificates decreases the likelihood of children attending school, which might increase their vulnerability to exploitation.(7, 48)

In addition, Burkina Faso continued to experience a boom in gold mining.(8, 18) The result is an increased number of children working in gold mines and thousands of students leaving school.(2, 13, 18, 49-51)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Burkina Faso has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Code (52)
Minimum Age for Hazardous Work	Yes	18	Labor Code (1, 52, 53)
List of Hazardous Occupations Prohibited for Children	Yes		Hazardous List Decree (1, 2, 53, 54)
Prohibition of Forced Labor	Yes		Labor Code (2, 52)
Prohibition of Child Trafficking	Yes		Trafficking of Persons Law (55, 56)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Labor Code (2, 52)
Prohibition of Using Children in Illicit Activities	Yes		Labor Code (2, 52)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	21	Legislation title unknown (57)
Compulsory Education Age	Yes	16	Education Law (42, 58, 59)
Free Public Education	Yes		Education Law (42, 58, 59)

\* No conscription or no standing military.

The Labor Code provides an exception for light work, allowing children age 12 and older to engage in domestic or seasonal work such as farming. This exception increases the likelihood that children ages 12 to 15 may work under hazardous conditions in agriculture and domestic service.(32, 52, 60) Research identified inadequacies in current legislation related to child pornography. Moreover, the Burkinabé Association for the Fight Against the Exploitation of Children for Commercial Ends and EPCAT have recommended that the Penal Code define child pornography and include adequate penalties for the possession of child pornography.(18) Although the law mandates free education through primary school, in practice, schools often ask for contributions and students are frequently charged other fees, which may increase the students vulnerability to exploitation.(32, 42, 58, 61) In addition, research did not uncover a public version of the Government's decree for minimum age for voluntary military service.(57)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Civil Service, Labor, and Social Security (MOL)	Enforce labor laws, including child labor laws.(2, 18, 40)
Ministry of Social Action and National Solidarity (MSA)	Provide child protection services.(18)
Ministry of Security's Morals Brigade of the National Police	Enforce criminal laws related to the worst forms of child labor, including investigations into the commercial sexual exploitation of children, trafficking, child labor, and drug-related crimes.(1, 2, 40)
Ministry of Justice	Enforce and prosecute criminal laws, including child labor laws.(2, 40)

Law enforcement agencies in Burkina Faso took actions to combat child labor, including its worst forms, during the reporting period.

#### *Labor Law Enforcement*

In 2013, the Government, with the support of ILO-IPEC, trained 291 labor inspectors from the Ministry of Civil Service, Labor, and Social Security (MOL) on child labor issues.(18) However, research indicates that inspectors lack the funds, staffing, training, facilities, transportation, and fuel needed to carry out inspections effectively.(1, 5, 7, 18, 62) Moreover, the ILO Committee of Experts has noted that the labor inspectorate is ill-equipped to conduct inspections in the agricultural sector, in which many children work in hazardous and sometimes forced conditions.(63) No funds were specifically dedicated to the enforcement of child labor laws.(2, 18) Finally, the number of child labor violations found, fines issued, and fines collected in 2013 is unavailable.(18) The Embassy of Burkina Faso to the United States has noted that when inspections occur and violations are found, inspection officers issue formal warnings, specifying the required changes and deadlines.(64, 65) If the requirements are not met within the specified timeframe, inspectors are authorized to impose penalties on the employer.(65) To date, no penalties have been issued to employers. This is largely because many children work on their own accord, for example in artisanal gold mines, and not under an employer.(62, 64, 65)

#### *Criminal Law Enforcement*

In 2013, the Government conducted 240 anti-trafficking police patrols in targeted vulnerable villages.(45) Police officers from Burkinabé and Côte d'Ivoire intercepted 55 girls and 142 boys being trafficked across the border. In addition, police officers in Burkina Faso rescued 387 girls and 562 boys from internal trafficking.(18) All the rescued children were referred to Ministry of Social Action and National Solidarity (MSA) social services.(45) During the reporting period, the Government trained 700 local officials and community leaders on trafficking, including on victim identification and assistance, as well as in procedures for investigating and prosecuting cases.(45) Research found that the police force has not made a systematic effort to identify trafficking victims. Moreover, the UN CRC has noted that the police force also does not have adequate funding and staffing to carry out its mandate.(7) No statistics are available on the numbers of violations, convictions, or sentences related to these crimes.(18)

# Burkina Faso

## MODERATE ADVANCEMENT

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MOL's Directorate to Combat Child Labor and its Worst Forms	Coordinate and lead interagency efforts to combat forced and hazardous child labor. Serve as the Secretariat for the National Steering Committee to Combat Child Labor (SSC).(1, 2, 64) The Ministries of Justice, Social Action, Security, Basic Education, Mines, Human Rights, and Health all are involved in the SSC.(1)
National Coordination Committee against Trafficking (NCC)	Oversee implementation of the National Action Plan on child labor, including trafficking. Chaired by the MOL.(57) In 2013, the Government established a new decree to define the roles and responsibilities of the NCC more clearly, to improve coordination efforts.(18)
National Committee for Vigilance and Surveillance Against the Trafficking in Persons and Assimilated Practices	Coordinate actions against trafficking in persons at the national level. Chaired by the MSA.(57)

Sources indicate that competing priorities and a lack of human and financial resources have limited the effectiveness of the coordination efforts of the National Coordination Committee Against Trafficking (NCC).(1, 18) During the reporting period, the Government held meetings, both nationally and in each of the country's 13 regions, to discuss anti-trafficking coordination with various government agencies and members of civil society.(45)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Burkina Faso has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor 2012–2015 (NAPWFCL)	Aims to prevent and protect children from the worst forms of child labor through awareness raising, data collection, rehabilitation services, increased access to education, and better law enforcement. Calls for the involvement of 11 ministries, particularly the MSA and the MOL, to reduce exploitative child labor significantly by 2015.(18, 66)
ECOWAS Regional Action Plan on Child Labor	Aims to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(67)
Strategy for Accelerated Growth and Sustainable Development 2011–2015	Mentions the Government's challenge to eliminate child labor and includes strategies to reduce poverty and ensure primary education for all.(2, 18, 68)
Joint Cooperation Agreement Burkina Faso and Côte d'Ivoire	Calls for increased cooperation between Burkina Faso and Côte d'Ivoire against cross-border trafficking.(45, 69)
Decent Work Country Program 2007–2015	Incorporates child labor concerns into the strategy for work.(40, 70)
Ministry of Youth, Vocational Training, and Employment's Action Plan 2012–2014*	Calls for the construction of 45 vocational training centers and a central vocational training center for each region.(60)

\*The impact of this policy on child labor does not appear to have been studied.

Across the various plans and policies, the existence of multiple coordination mechanisms results in a cumbersome process, while a lack of sufficient funding for implementation presents challenges for national action plans. The Directorate to Combat Child Labor and its Worst Forms acknowledges that inadequate funding of the National Action Plan to Combat the Worst Forms of Child Labor hinders its implementation.(1, 18, 71)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Burkina Faso funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
National School Feeding Program*	Government program that provides one meal a day to students during the 3-month “hungry season.” The U.S. Department of Agriculture, USAID, and WFP contribute to the program.(2)
Reducing Child Labor Through Education and Services	\$5 million, USDOL-funded 4-year project implemented by Counterpart International that targets 10,000 children engaged in or at risk of entering child labor in the production of cotton and in gold mining.(72, 73) Aims to increase access to education, social protection, and training programs. Also targets 1,000 households of child beneficiaries with livelihood services.(72, 73)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor.(74)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation Through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(75, 76)
Control Stores†‡	\$130 million, Government-funded, program that provides food price controls to vulnerable populations. In 2013, the Government operated 140 stores.(18)
Civil Registry Offices†‡	Government program that opened civil registry offices in maternity wards to register newborn babies.(45, 57)
Anti-Trafficking Campaign	MSA program that conducted anti-trafficking awareness programs through theater forums, training workshops, community meetings, and radio programming in all 13 regions of Burkina Faso.(45, 57)
Child Abuse Hotline	MSA program that operates a free hotline to report child abuse, including child labor.(32, 57)
Transit Centers†	Government program that runs 23 transit centers welcoming children rescued from trafficking.(45)
Child Anti-Trafficking Project (Fonds Enfants)	8-year project funded by the Government of Germany to combat child trafficking that conducts awareness-raising campaigns and improves access to education, social services, and protection.(77) Aims to build institutional and judicial capacity to combat child trafficking.(77)
Quarrying and Mining Child Labor Project	Multi-donor-funded, project that seeks to set up nursery schools and provide access to primary and vocational school for children involved in quarrying and mining.(78) Aims to eliminate the worst forms of child labor in quarries and mines.(78)
Country Program*	WFP-funded program that promotes primary education and food security. Aims to reach 560,000 beneficiaries annually.(79)
Refugee Assistance Program*	UNICEF-funded project that provides schooling to 5,000 child refugees to prevent the exploitation of refugee children.(80)
Emergency Assistance†	\$4.5 million, USAID-funded project that provides emergency humanitarian aid to refugees and other vulnerable populations.(81)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Burkina Faso.

Although Burkina Faso has social programs to address the worst forms of child labor in the production of cotton and in mining and quarrying, the scope of these programs is insufficient to address the extent of the problem fully. In addition, research found no evidence that the Government has carried out programs to address the worst forms of child labor in such activities as livestock raising, domestic service, forced begging, or street vending. It is unknown how many complaints related to child labor were made to MSA’s hotline.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Burkina Faso (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that children ages 12 to 15 are prohibited by law from working in hazardous conditions in domestic service and agriculture.	2010 – 2013
	Ensure that the law, possibly the Penal Code, defines child pornography and provides adequate penalties for the possession of child pornography.	2013
	Make publicly available the Government's decree for minimum age for voluntary military service.	2013
Enforcement	Increase the capacity of labor inspectors and enforcement officers, and provide them with adequate resources to enforce the laws relating to the worst forms of child labor.	2009 – 2013
	Publicize detailed information on the data regarding inspections, fines levied and collected, prosecutions, convictions, and sentences against those who practice the worst forms of child labor.	2009 – 2013
	Establish and implement a systematic method for identifying victims of trafficking and other worst forms of child labor.	2010 – 2013
Coordination	Improve the coordination efforts of the NCC.	2011 – 2013
Government Policies	Streamline the coordination of policies related to the worst forms of child labor and adequately fund the implementation of national action plans, including the NAPWFCL.	2009 – 2013
	Assess the potential impact of existing social policies on child labor.	2013
Social Programs	Take measures to increase access to free and safe education for children by— ■ Implementing programs to address abuse in schools; ■ Expanding birth registration campaigns; ■ Building new schools and maintaining existing schools; and ■ Reducing or eliminating school-related fees.	2010 – 2013
	Expand existing programs to address the worst forms of child labor and establish specific programs to address the worst forms of child labor in livestock raising, domestic service, forced begging, and street vending.	2009 – 2013
	Assess the potential impact of existing social programs on addressing child labor.	2013
	Disaggregate the number of complaints related to child labor that are made to MSA's hotline.	2013

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*In 2013, Burundi made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government collected and published data on the prevalence and nature of child labor for the first time and used these data to revise the 2010–2015 National Plan of Action for the Elimination of the Worst Forms of Child Labor to include a new list of worst forms of child labor. Additionally, a technical sub-committee of the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor was established to focus on the National Plan of Action's specific initiatives to combat the worst forms of child labor. However, children in Burundi continue to engage in child labor in agriculture, and in the worst forms of child labor in commercial sexual exploitation. Education in Burundi is not compulsory; the age to which education is free remains below the minimum age for work, leaving children vulnerable to exploitation. In addition, the Government did not conduct any child labor inspections nor did it train inspectors on child labor law enforcement during the reporting period. Finally, while the Government has drafted at least three policies to provide greater protection to Burundian children, none has yet been adopted for implementation.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Burundi are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-7) According to a national study published by the Government of Burundi and ILO, the majority of children work in cash crops such as tea, coffee, cotton, sugarcane, and palm oil.(4, 8) Table 1 provides key indicators on children's work and education in Burundi.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	27.2 (633,126)
Attending School (%)	7-14 yrs.	60.9
Combining Work and School (%)	7-14 yrs.	26.0
Primary Completion Rate (%)		62.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2010-2011.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivation of tea,* coffee,* sugarcane,* cotton,* and palm oil* (4, 8)
	Fishing,* activities unknown (4, 8)
Industry	Mining† (4, 6, 8, 11)
	Brick-making* (4)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service† (4, 5, 8)
	Street vending (8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of trafficking* (3-8, 12)
	Domestic service as a result of trafficking* (4, 5, 8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined hazardous by national law or regulation.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Commercial sexual exploitation of children exists in Burundi.(3-7) Older women sometimes push girls into commercial sexual exploitation; they initially offer the children free room and board, but then force the children into commercial sexual exploitation so they can pay for their expenses.(5-7) Poverty may also cause girls to enter commercial sexual exploitation to obtain money for basic needs.(12) Male tourists also are reported to sexually exploit girls in Burundi.(6) There are reports that Burundian children are trafficked internally for work in domestic service and commercial sexual exploitation.(5, 7, 13, 14) Burundian girls are also trafficked to other countries for commercial sexual exploitation.(6, 7, 13, 14)

Burundian children also work in domestic service and mining.(1, 3, 4, 8) There are reports of the internal trafficking of children for work in domestic service, and of trafficking for exploitation in various forms of forced labor in Tanzania. Children are also reportedly lured under false promises or coerced into forced labor in domestic service or agriculture.(6)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Burundi has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 3 of the Labor Code; Article 3 of Ministerial Ordinance n° 630/1 (15)
Minimum Age for Hazardous Work	Yes	18	Article 13 of Ministerial Ordinance n° 630/1 (4, 16)
List of Hazardous Occupations Prohibited for Children	Yes		Articles 13–15 of Ministerial Ordinance n° 630/1 (4, 17)
Prohibition of Forced Labor	Yes		Article 26 of the Constitution (4, 18)
Prohibition of Child Trafficking	Yes		Articles 242 and 514 of the Penal Code (19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 521 of the Penal Code (19)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Article 518 of the Penal Code (19)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Penal Code (19, 20)
Compulsory Education Age	No		
Free Public Education	Yes		Article 24 of Decree n° 100/08 (4, 16, 22)

\* No conscription or no standing military.

The Penal Code does not contain explicit penalties for forced labor.(14, 19) And while it sets 18 as the minimum age for military recruitment, the Penal Code makes only the military use of children under age 16 a crime.(19, 23, 24) This legal gap leaves children ages 16 and 17 vulnerable to potential be used in armed conflict; the ILO Committee of Experts has expressed concern over this vulnerability and has urged the Government to raise the military recruitment age to 18.(24) Education in Burundi is free and compulsory until grade six or approximately age 12.(4, 21, 22) This standard makes children ages 12 to 15 particularly vulnerable to the worst forms of child labor, as they are not required to be in school and are below the minimum age for work.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MOL)	Enforce all labor laws, including those on child labor.(3)
National Police's Brigade for the Protection of Women and Children	Enforce criminal laws that prohibit of the worst forms of child labor and protect children from criminal influences and harm.(21)

Law enforcement agencies in Burundi took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor and Social Security Agency employed 18 labor inspectors. According to an ILO official, the number of inspectors is not adequate to enforce child labor laws.(4) Additionally, inspectors are limited to registered businesses, while most child labor cases happen in unregistered or informal businesses. Inspections are further hindered by a lack of resources, such as office equipment or fuel for vehicles.(4) Inspectors only initiate investigations in response to complaints, although a formal system has not been established to file such complaints.(3, 4, 21) There were no child labor inspections conducted during the reporting period, thus no violations were found or no citations were issued.(4)

#### *Criminal Law Enforcement*

In 2013, ILO-IPEC trained judges of labor courts, labor inspectors, juvenile police officers, and legal advisors of NGOs working on child labor issues in matters of litigation related to child labor.(4) No information on the number of cases investigated, citations issued, or prosecutions made was found.



### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor	Coordinate efforts to combat the worst forms of child labor, including through the implementation of community development programs that address the education and socio-economic reintegration of children engaged in or removed from the worst forms of child labor.(14, 21, 25, 26) Permanent Secretariat of the Committee was established in 2013; meets regularly and focuses on specific initiatives within the National Plan of Action to combat the worst forms of child labor.(4) Committee, in cooperation with UNICEF and ILO-IPEC, organized a training on the worst forms of child labor for staff of Department of Child and Family in the Ministry of National Solidarity, Human Rights, Refugee Repatriation, and Gender (MNS).(4)
Centers of Family Development	Province-level units of the MNS's National Directorate of the Promotion of Women and Gender Equality to coordinate and implement policies on children, women, and the family.(27, 28)

The National Independent Commission for Human Rights is an independent, government-supported committee created to defend and promote human rights.(29, 30)

The Committee on the Rights of the Child has expressed concern that the Centers of Family Development do not cover all regions of the country.(27)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Burundi has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan of Action for the Elimination of the Worst Forms of Child Labor (2014–2016)	Aims to eliminate the worst forms of child labor by 2016; includes an updated list of the worst forms of child labor.(4)
Poverty Reduction Strategic Plan*	Seeks to reduce poverty, increase economic growth and development, and strengthen government institutions, including schools.(11, 13, 14, 21)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Government, in cooperation with ILO, published a study on the incidence of child labor by sector and region. The Government also revised the National Plan of Action for the Elimination of the Worst Forms of Child Labor to include a new list of worst forms of child labor; this list was expanded by the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor based on studies conducted by ILO and UNICEF. These two organizations supported the Ministry of Labor to develop the list of worst forms of child labor in Burundi so that the Ministerial Ordinance No. 630/1, the government order regulating and limiting child labor, could be revised accordingly.(4) The Government has not yet adopted or implemented the National Plan of Action.(4)

The Ministry of Labor and Social Security has adopted a plan to eliminate all forms of child labor by 2025; however, this plan has not yet been implemented, as the Government is waiting on assistance from UNICEF and ILO.(31)

The Government also approved a National Policy of Child Protection and a National Strategy for Children Living on the Street with UNICEF's support, but neither policy has been implemented.(32)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Burundi funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child Domestic Labor Study†‡	Qualitative study carried out by MOL with the support of UNICEF Burundi; study is being finalized and will be made publicly available in February 2014.(4)
Child Trafficking Study†‡	Implemented by the National Independent Commission for Human Rights to better understand how to eliminate child trafficking in Burundi.(33)
Department of Child and Family Interventions‡	Ministry of National Solidarity, Human Rights, Refugee, and Gender programs that help reintegrate street children through local associations by annually allocating a certain amount of money; assist vulnerable families in developing revenue-generating activities; provides financial assistance to 40 professional children training centers; financially support health care for children at some local hospitals.(34)

† Program was launched during the reporting period.

‡ Program is funded by the Government of Burundi

In 2013, the Government released the results of a 2012 rapid assessment of the sexual and commercial exploitation of children.(16, 21, 34)

The Government relies primarily on NGOs to provide care and services for exploited children.(35) The Government's Municipal Council for Youth and Children (CMEJ) aims to provide a network of services for street children, former child soldiers, and child trafficking victims; the CMEJ was established in 2009 and began drafting an action plan in 2010.(13, 36) However, the action plan is not yet operational.(13)

Although the Government has supported programs to reach children engaged in some forms of child labor, research found no evidence that it has carried out programs to assist children engaged in agriculture or commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Burundi (Table 8).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Penal Code to contain explicit penalties for forced labor and making the military use of children under age 18 a crime.	2012 – 2013
	Make education free and compulsory to age 16, the minimum age for work.	2009 – 2013
Enforcement	Devote additional resources to enforcement, including increasing the number of inspectors and providing adequate resources for these inspectors to conduct inspections, establishing a system for filing complaints, and targeting investigations in sectors where a high prevalence of child labor exists, including in the informal sector	2009 – 2013
	Make data on child labor law enforcement publicly available.	2013
Coordination	Expand the Centers of Family Development to cover all regions of the country.	2009 – 2013
Government Policies	Assess the impact of the Poverty Reduction Strategic Plan on child labor.	2010 – 2013
	Establish a policy framework that protects children, including by—	
	■ Implementing the current draft plan of action for eliminating child labor by 2025	2010 – 2013
	■ Making the CMEJ operational	2011 – 2013
Social Programs	Implement programs to address all of the worst forms of child labor in the country.	2009 – 2013

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*In 2013, Cabo Verde made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government established the National Committee to Combat and Eradicate Child Labor in Cabo Verde (CDNPETI). Cabo Verde continued to participate in national and regional projects to combat child labor and enhance services to victims. However, children continue to engage in child labor in street work and domestic service. Cabo Verde continues to have gaps in its laws protecting children from child labor and its worst forms; it requires compulsory education only to the age of 14 and lacks a list of hazardous occupations for children and protections against the commercial sexual exploitation of children above the age of 13.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cabo Verde are engaged in child labor in street work and domestic service.(1, 2) Table 1 provides key indicators on children's work and education in Cabo Verde.

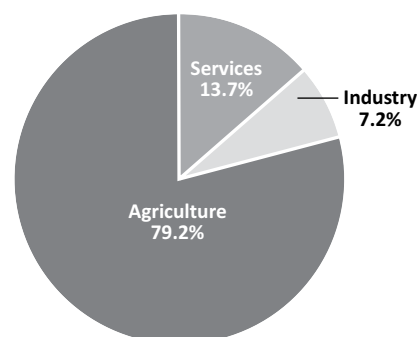
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	3.2 (2,392)
Attending School (%)	5-14 yrs.	90.1
Combining Work and School (%)	10-14 yrs.	1.7
Primary Completion Rate (%)		99.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Inquérito as Despesas e Receitas Familiares Survey, 2001–2002.(4)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown and raising livestock* (5, 6)
	Fishing,* activities unknown (2, 7, 8)
Industry	Construction, carpentry (5, 7)
	Handicraft production* (5)
Services	Domestic service and street work, including car washing (1, 2, 5, 7, 9, 10)
	Garbage scavenging (2, 5, 7, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 2)
	Illicit activities (1, 2, 11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The commercial sexual exploitation of children is a problem in Cabo Verde, including exploitation in the tourism industry.(1, 2) There is evidence that children are victims of prostitution in Santa Maria, Praia, and Mindelo.(1)

# Cabo Verde

## MINIMAL ADVANCEMENT




Children typically engage in street work in Cabo Verde's urban centers.(2, 7, 8, 11) The majority of children begin working on the streets when they are under age 15.(12) With the exception of car washing, specific activities related to children's work on the streets are unknown.(2, 5, 7, 8, 10, 11)

Children from Cabo Verde are at risk of becoming victims of trafficking by being forced to transport drugs to Brazil and Portugal.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Cabo Verde has ratified all key international conventions on child labor, including its worst forms (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 261 of Labor Code (13, 14)
Minimum Age for Hazardous Work	Yes	18	Article 264 of the Boletim Oficial Suplemento (5, 13)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 14 of the Boletim Oficial Suplemento (13)
Prohibition of Child Trafficking	Yes		Labor Code; Article 149 of Penal Code (5, 13, 15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 148, 149, 150 of Penal Code (15)
Prohibition of Using Children in Illicit Activities	Yes		Law on Drugs Act No. 78/IV/93 of 1993 (8, 12)
Minimum Age for Compulsory Military Recruitment	Yes	17	Legislative Decree 06 (16)
Minimum Age for Voluntary Military Service	Yes	17	Legislative Decree 06 (16)
Compulsory Education Age	Yes	11	Section 20 of Education Law of 2010 (2, 14, 17)
Free Public Education	Yes		Section 20 of Education Law of 2010 (2, 14, 17)

The Labor Code only applies to employment relationships with private, cooperative, and mixed enterprises and, in certain instances, public entities. Therefore, children working outside of an employment contract do not have the same protections under child labor laws and regulations as children working in the formal sector.(12)

In 2012, the Government developed an agreement with the Government of Brazil to receive technical assistance to develop a list of hazardous occupations prohibited for children under age 18.(18) The Government of Cabo Verde, however, has not yet established a hazardous list.(5, 12, 13)

Children age 17 can also be conscripted into the military during times of conflict.(16, 19) This provision conflicts with ILO C. 182, which considers compulsory recruitment of children into armed conflict a worst form of child labor.

The Penal Code bans the use of minors under 16 for prostitution and sexual exploitation and children under 14 for sex shows and pornography.(15) The Penal Code does not extend these protections to all children under 18, leaving children ages 14–17 vulnerable to commercial sexual exploitation.



By law, children are required to attend school only until age 11, leaving children ages 11 to 15 particularly vulnerable to the worst forms of child labor, as they are not required to be in school and are not legally permitted to work.(2)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
General Inspector for Labor (IGT)	Enforce child labor, working closely with the police, Office of the Attorney General, and the Cabo Verdean Institute for Children and Adolescents (ICAA).(5, 12)
Ministry of Justice, leading the Ministry of Internal Administration, the Judicial Police (PJ), and the National Police (PN)	Combat human trafficking and prosecute criminal violations of child labor laws.(20)
ICCA and the National Committee for Child Labor Combat and Eradication in Cabo Verde (CDNPCTI)	Enforce the laws related to worst forms of child labor. CDNPCTI supervised by ICCA, in collaboration with other institutions, which all meet four times a year to discuss implementation, monitoring, and evaluation of CDNPCTI's objectives.(5)

Law enforcement agencies in Cabo Verde took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, 1,701 inspections were carried out in all formal sectors of the economy, including in places where children may work. Inspectors only found hazardous child labor, but no information is available on how many cases were found. It is unclear how hazardous labor was identified in these cases, since there is no hazardous labor list.(5) No penalties or citations for child labor violations were issued.(5)

According to the IGT, inspectors have sufficient resources to carry out inspections in the formal sector in São Vicente, Santiago, and Sal. Inspections do not take place outside the areas mentioned or anywhere in the informal sector due to budget restrictions.(5, 12)

#### *Criminal Law Enforcement*

According to the most recently available information, the PJ employs about 150 officers, and the PN employs about 1,500 officers.(17) The PJ reported investigating two cases of human trafficking for sexual exploitation of children in the city of Praia on the island of Santiago. In the two cases, police identified 17 child victims of sex trafficking. Four individuals were arrested and remained in custody at the end of the reporting period.(17) In April 2013, government prosecutions resulted in convictions of three men involved in the sexual abuse and sex trafficking of six boys in Praia. One foreign national offender was sentenced to 5 years' imprisonment; two Cabo Verdean offenders, who were sentenced to 4 years and 6 months' and 4 years and 8 months' imprisonment, have appealed their sentence.(21)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
CDNPETI	Coordinate the execution of the National Plan of Action for the Elimination of Child Labor (NPAECL), ensuring that national laws comply with international conventions on child labor, and producing yearly reports on child labor issues for the National Assembly. Committee established in February 2013.(8, 22)
National Unit for the Prevention and Elimination of Child Labor	Coordinate and monitor the implementation of all national programs and activities to prevent and eradicate child labor. Participate in CDNPETI meetings to coordinate collective efforts to address child labor. Provide direct services to those affected by child labor.(8, 22)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Municipal Committees for the Defense of Rights of Children and Adolescents (CMDDCA)	Assist and monitor vulnerable children and their families.(10) Seventeen CMDDCAs operating under municipal jurisdiction; includes representatives from the Ministry of Education and Sports, municipalities, health departments, the PN, courts, and other offices.(10)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Cabo Verde has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
NPAECL	Prioritizes the eradication of the worst forms of child labor. Outlines specific objectives, including data collection, institutional capacity-building, and enhancement of measures to prevent, protect, and remove children from involvement in child labor.(10) Aims to engage multiple stakeholders, such as government agencies, workers' organizations, and child workers and their families, in the efforts to achieve these goals.(10) The Government is currently working to update the NPAECL.(22)
Regional Action Plan for the Elimination of Child Labor	Aims to eliminate the worst forms of child labor in West Africa by 2015.(23, 24)
Strategic Education Plan for 2003–2013	Outlines educational priorities to prevent and reduce child labor. Includes objectives such as strengthening mechanisms to monitor school dropouts, promoting non-formal and vocational training, and increasing financial assistance for low-income families to increase their access to education.(12)
Strategic Plan for the implementation of the National Policy for Children and Adolescents*	Aims to increase coordination among agencies serving children and youth, including the abandoned and vulnerable. Includes plans to establish a standing committee to oversee its implementation and foster collaboration among public bodies.(25, 26)
Poverty Reduction and Growth Plan (DCRP) (2012–2016)*	Targets the elimination of child labor through strategies to reduce poverty, foster economic development, and bolster education.(8, 27) During the reporting period, the Government continued to incorporate child labor issues in the DCRP.(5)
National Action Plan for Human and Citizenship Rights*	Targets human rights violations, including those impacting children and adolescents. For example, the policy explicitly proposes the development of mechanisms to identify cases of forced labor involving children under age 14, and programs to remove children from those situations.(7) However, it is unclear whether any existing policies address mechanisms to identify forced labor cases involving children ages 14 through 17.
Universal Primary Education Policy*	Provides tuition-free, universal primary education for children ages 6 to 12.(2)

\*The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Cabo Verde participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Emergency and reception centers for children (CEI) and hotline (Disque Denuncia)‡	Government program run by the Cabo Verdean ICCA. Operates emergency and reception centers for victims of child abuse and a hotline for calls about child abuse.(1, 12, 27) Assists child victims of sexual and economic exploitation.(1, 12, 27)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub region by providing policy and capacity-building support for all ECOWAS states.(28, 29)
Government efforts to increase access to education*‡	Government programs to increase the poor's access to education, such as by providing funds for school fees, school materials, and free meals.(12, 27) Universal Primary Education Policy provides free secondary education for children whose families earn less than \$1,820 annually.(2)
Street Children Projects (Nôs Kaza-Criança fora da rua, dentro da escola)‡	Government programs for children vulnerable to sexual and labor abuse, including programs to reintegrate children who have been living and working on the streets into their families and schools.(1, 12, 27). Connects street children with educational and training opportunities and helps these children access necessary social, psychological, and medical services.(12)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Cabo Verde.

Reports indicate that there are no funding or programs for trafficking victims or trafficking prevention.(30)

In late 2012, the National Statistical Institute collaborated with the ILO to conduct a national child labor survey, and the results of the survey are still being analyzed.(8, 18, 22, 27, 31)

Although Cabo Verde has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem fully.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Cabo Verde (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws and regulations apply equally to children, regardless if they have an employment contract.	2011 – 2013
	Adopt a list of hazardous occupations prohibited to children.	2009 – 2013
	Raise the minimum age for compulsory recruitment in armed conflict to age 18.	2011 – 2013
	Amend the Penal Code to protect all children younger than age 18 from commercial sexual exploitation.	2009 – 2013
	Raise the age of compulsory education to be equal to or higher than the minimum age for employment.	2011 – 2013
Enforcement	Ensure investigations of crimes related to the worst forms of child labor are being conducted, and make data on investigations and prosecutions publicly available.	2011 – 2013
Government Policies	Ensure that relevant policies target all children in forced labor.	2010 – 2013
Social Programs	Assess the impact that existing education programs may have on child labor.	2011 – 2013
	Analyze and publish results of 2012 child labor survey.	2013
	Develop new and expand existing programs to target children involved in child labor in street work and in domestic service and for children who are victims of human trafficking.	2010 – 2013
	Conduct research to determine specific activities related to children's work on the streets and in agriculture to inform policies and programs.	2013

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# Cabo Verde

## MINIMAL ADVANCEMENT

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*In 2013, Cambodia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government completed and published a National Child Labor Survey. The Government also participated in multiple projects to address human trafficking to, from, and within the country for forced labor and sexual exploitation, including child sex tourism. The Ministry of Education, Youth, and Sport participated in a new cash scholarship transfer pilot program through a mobile banking system which allows participants to use cash assistance for food or school supplies. However, children in Cambodia continue to engage in the worst forms of child labor as victims of human trafficking and in child labor in agriculture. The legal framework leaves children vulnerable to the worst forms of child labor as there is no compulsory education requirement, and the law allows children as young as age 12 to work in domestic service. Labor inspectors lack sufficient resources to adequately monitor child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cambodia are engaged in the worst forms of child labor as victims of human trafficking and in child labor in agriculture. In November 2013, the Government published its first combined Cambodia Labor Force and Child Labor Survey.(1, 2) Data from this survey was not analyzed in time for inclusion in the table below. However, the survey collected data in 2012 on children ages 5-17 and indicated that more than half of child laborers were engaged in agriculture, forestry and the fishing sector, and nearly 20 percent of them worked in manufacturing.(1, 2) Many of these children work in hazardous activities in agriculture, including handling and spraying pesticides and herbicides which the Government has deemed hazardous. Additionally, some fall victim to trafficking for commercial sexual exploitation and forced labor.(2-6) Children in rural areas are more likely to work than children in urban areas due to the prevalence of rural poverty and lack of educational opportunities.(7) Table 1 provides key indicators on children's work and education in Cambodia.

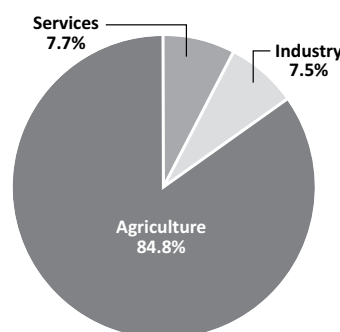
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	28.7 (888,370)
Attending School (%)	5-14 yrs.	79.2
Combining Work and School (%)	7-14 yrs.	28.3
Primary Completion Rate (%)		98.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Socio-Economic Survey, 2009.(9)

**Figure 1. Working Children by Sector, Ages 5-14**





# Cambodia

## MODERATE ADVANCEMENT

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Fishing, including deep-sea† and night fishing† (2, 10-12)
	Peeling shrimp and shucking crabs* (10, 13)
	Production of tobacco, cassava, and rubber (3, 5, 7, 14, 15)
	Logging for the production of timber† (2)
Industry	Making bricks† (2, 5, 6, 13)
	Production of salt (3, 5, 6, 16)
	Construction,† activities unknown (2)
	Production of textiles, including bleaching, dyeing and finishing with chemicals† (2)
	Production of alcoholic beverages† (2)
Services	Work in slaughterhouses for the production of meat† (2)
	Portering (5, 13)
	Domestic service (5, 13, 17-19)
	Work in entertainment,† including as bartenders, masseurs, dancers, and waiters (2)
Categorical Worst Forms of Child Labor‡	Work on the streets, including begging, vending, shoe polishing and scavenging (11, 17, 19, 20)
	Commercial sexual exploitation sometimes as a result of human trafficking (6, 21-23)
	Domestic service, begging, street vending, and factory work as a result of human trafficking (6, 22-24)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO c. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)-(c) of ILO C. 182.







Children are trafficked to, from, and within Cambodia for commercial sexual exploitation and labor exploitation. Trafficking for commercial sexual exploitation occurs primarily from Cambodia to Thailand, from Vietnam to Cambodia, and within Cambodia.(6, 23) Children are trafficked from smaller villages to larger cities and primarily to Malaysia and Thailand to work as domestic servants.(6, 17, 23, 24) Children are trafficked primarily to Thailand as street vendors, to sell candy or flowers, or work in factories. Children are also trafficked to Thailand and Vietnam and forced to beg.(6, 23)

Significant barriers to accessing the education system still exist. In remote areas, children have to travel long distances to reach school, and transportation is limited.(25) This sometimes deters parents from sending girls to school due to safety concerns.(25) Lack of bilingual education can be an obstacle to school access for children of ethnic minorities and needs to be further expanded.(19) Some children cannot gain access to education due to displacement as a result of land disputes and government land concessions for large agro-industry development and infrastructure projects.(26)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Cambodia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 177 of The Labor Law (27)
Minimum Age for Hazardous Work	Yes	18	Articles 173, 177 of the Labor Law; Regulation on the Prohibition of Hazardous Child Labor (27, 28)
List of Hazardous Occupations Prohibited for Children	Yes		Regulation on the Prohibition of Hazardous Child Labor (28)
Prohibition of Forced Labor	Yes		Article 15 of The Labor Law (27)
Prohibition of Child Trafficking	Yes		Law on Suppression of the Kidnapping, Trafficking and Exploitation of Human Persons (29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law on Suppression of the Kidnapping, Trafficking and Exploitation of Human Persons (29)
Prohibition of Using Children in Illicit Activities	Yes		Articles 343-346 of the Penal Code (11)
Minimum Age for Compulsory Military Recruitment	Yes	18	The Law on General Statutes for the Military Personnel of the Royal Cambodian Armed Forces (3, 30)
Minimum Age for Voluntary Military Service	Yes	18	The Law on General Statutes for the Military Personnel of the Royal Cambodian Armed Forces (3, 30)
Compulsory Education Age	No		
Free Public Education	Yes		Article 31 of the Education Law of 2007 (32)

The Labor Law lacks full protections for children involved in domestic service.(5, 33) Children as young as age 12 are permitted to perform domestic labor by law, as long as the work is not hazardous to their health, safety, or morals, and does not involve any type of hazardous work specifically prohibited.(28) This minimum age of 12 for domestic work is below the minimum age for all other occupations in Cambodia. In September 2013, the Ministry of Labor and Vocational Training (MOLVT) and World Vision held a workshop to raise awareness about child domestic labor and to promote passage of a regulation establishing rules for child domestic labor.(1)

Education is free, but not compulsory, through grade nine.(32) The lack of compulsory schooling makes children under age 15, the legal age to work, particularly vulnerable to the worst forms of child labor because they are not required to attend school and are not legally permitted to work. The Education Law provides for free education, however, in practice, teacher salaries are low, and instructors often charge extra fees to students for exams, snacks, tutoring, and even class time.(31, 34, 35)

While the legal framework provides some protection against the worst forms of child labor, the Cambodian Labor Law exempts work performed for a family business from the hazardous work order.(20)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Department of Child Labor within the Ministry of Labor and Vocational Training (MOLVT)	Enforce child-related provisions of the Cambodian Labor Law and manage Cambodia's Child Labor Monitoring System.(1, 36)
The Cambodian National Police's Anti- Human Trafficking and Juvenile Protection Department (Anti-Trafficking Police)	Enforce laws against trafficking, child sexual exploitation, and criminal activities along with municipal and provincial anti-human trafficking and juvenile protection offices.(20) Commanded by the Ministry of the Interior.(37) Human trafficking complaints can be filed through nine anti-trafficking hotlines, one at the Ministry of Interior and eight at the municipal and provincial levels.(20)
Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY)	Accompany the police on investigations during which child victims may be found, and subsequently refer child victims to NGO services.(3, 13)

# Cambodia

## MODERATE ADVANCEMENT

Law enforcement agencies in Cambodia took actions to combat child labor, including its worst forms, during the reporting period.

### *Labor Law Enforcement*

In 2013, the Department of Child Labor reported employing 35 staff members, some of whom acted as labor inspectors. The department, however, said that its staff did not receive any professional training on inspection and equated inspections with visiting factories to disseminate information about child labor.(1) The Department visited 153 garment factories.(1)

While the MOLVT has specific regulations regarding acceptable work for children in agriculture, fishing, and tobacco and cassava production, government officials report that they have not yet begun to enforce these regulations.(1, 13) The Government lacks standardized guidelines on how to conduct labor inspections, and it is unclear how inspectors verify the age of children in the workplace.(38) Inspectors have no budget for transportation, fuel, and other necessities to carry out inspections.(3, 20) The MOLVT conducts routine inspections of some industries, primarily in the formal sector; however, most inspections are complaint driven rather than initiated by the MOLVT and do not target or monitor where hazardous child labor is known to occur.(5, 39)

The Government does not officially release data on the number of child labor inspections or the number of children assisted.(40) Although labor inspectors have the authority to order immediate removal of children from the workplace and levy fines, procedures for applying such penalties are not administered uniformly.(38)

### *Criminal Law Enforcement*

In 2013, 1,147 police officers participated in anti-trafficking training.(1) The Anti-Trafficking Police employed approximately 500 police officers who served as investigator and enforcement officers. Investigators had office facilities but did not have sufficient means of transportation.(1) They continued to rely heavily on local and international NGOs in all phases of investigations. Funding for the agencies responsible for combating the worst forms of child labor was not adequate to conduct investigations effectively absent NGO participation.(1)

From January through November 2013, police arrested 26 people accused of involvement in human trafficking and child prostitution, and nine defendants were convicted. Of the nine convicted, five defendants were sentenced to 18 months in prison for indecent acts against a minor under 15 years old, three were sentenced to eight years in prison for supplying child prostitutes, and one person was sentenced to seven years in prison for purchasing child prostitutes.(41) During the same time period, police rescued 33 underage victims of trafficking in Cambodia and referred them to MOSAVY.(1) MOSAVY in Phnom Penh received 53 underage victims who were locally trafficked for sexual or labor exploitation. These victims were referred to local or international organizations for assistance.(1) In 2013, MOSAVY also received 143 underage victims of trafficking or commercial sexual exploitation who had been repatriated from Thailand.(1)

Judges can determine whether perpetrators will be imprisoned or fined, and they can determine the amount of the fine. If fines are levied without a prison sentence, the punishment may not be a sufficient deterrent for wealthy perpetrators.(3, 13)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Sub-Committee on Child Labor of the Cambodian National Council for Children (CNCC)	Coordinate child labor issues at the national level.(42) Includes all concerned ministries, businesses, trade unions, and NGOs. Ensure that projects and programs follow national policy on child labor. Provincial committees on the Protection of Child Rights and Provincial Committees on Child labor coordinate efforts to address child labor at the provincial level.(42)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
The National Committee on Suppression of Human Trafficking, Smuggling, and Labor and Sexual Exploitation of Women and Children (NC/STSLs)	Coordinate policymaking efforts with regards to trafficking. Includes representatives from the Cambodian Government and civil society.(36, 43)
Migration Working Group within NC/STSLs	Coordinate multi-sectoral participation to address migration issues, gather and monitor data on migration, facilitate information exchange, and provide recommendations on the formulation of agreements with relevant countries. Chaired by the Ministry of Interior and includes representatives from the government, the UN, and NGOs.(44)

In 2013, the National Sub-Committee on Child Labor continued to meet quarterly under MOLVT chairmanship.(1)

Also during the reporting period, the Migration Working Group conducted research on challenges related to migration, held national workshops to determine measures to protect migrants' safety, and disseminated the government's policy on the protection of migrants' safety to 21 recruiting companies.(37)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Cambodia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Plan of Action to Tackle Child Labor in Inland and Coastal Fisheries	Incorporates child labor into the Ministry's policies and legal frameworks for fisheries and aquaculture. Assesses work hazards for children in fisheries and aquaculture and ensures that children who work in fisheries and their families have access to education and livelihood opportunities.(36) In March 2014, Ministry of Agriculture and Fisheries (MOAF) with technical assistance from the ILO and World Vision, finalized guidelines for child workers in the fisheries sector.(45) Guidelines define the kinds of hazardous activities in which children are not permitted to engage and set fines for employers who violate them. Awaiting official approval from MOAF and the MOL.(45)
The Education Strategic Plan (2009-2013)	Outlines a plan to improve access to quality education for vulnerable children, including child laborers, and supports the decentralization of education service delivery by building the capacity of local educational institutions to receive and administer funds effectively.(46, 47) Raises awareness on the importance of education; the provision of school meals; improved school infrastructure; bilingual education; and advocacy for community participation.(47) Uses vocational training as a development strategy for marginalized youth, including child laborers.(46) During the reporting period, a new Education Strategic Plan (2014-2018) was drafted, but has not yet been approved.(48)
The National Youth Policy	Aims to afford meaningful opportunities to young people ages 15 to 30 and to provide them with the skills they need to enhance their economic participation.(49)
Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase III (2013-2017)†	Defines Cambodia's socio-economic policy agenda and outlines a strategy for sustainable development and poverty reduction. Includes social protection programs to ensure poor children have access to education; promotes sustainable development of the health sector including improved sanitation, health, and nutrition of children; and a focuses on strengthening law enforcement to be more effective against human trafficking and sexual exploitation of children.(50)
National Social Protection Strategy (NSPS) (2011-2015)	Aims to protect the poorest and most disadvantaged populations, mitigate risk by providing coping strategies, and promote poverty reduction by building human capital and expanding opportunities such as access to health, nutrition, and education services, which the strategy states will benefit child laborers and their families.(51)
ILO Decent Work Country Program (2011-2015), endorsed by the MOSAVY	Highlights child labor issues and outlines a framework for enhancing policies, laws, and enforcement mechanisms to protect children.(52)
MOSAVY's First Occupational Safety and Health Master Plan (2009-2013)	Includes eliminating hazardous child labor as one of its six priorities.(53)
Policy and National Minimum Standards for the Protection of the Rights of Victims of Human Trafficking	Guidelines to improve the treatment of TIP victims. Mandates MOSAVY to train relevant government officials.(54) Lists children among those identified as victims of trafficking in Cambodia and includes the Ministry of the Interior's Safety Village Commune/Sangkat Policy Guide which mandates that local governments take action to end the trafficking of women and children to ensure safe communes.(36, 55)

# Cambodia

## MODERATE ADVANCEMENT

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation (NPA-STSLs) (2011-2013)	Includes activities aimed at harmonizing the NPA-WFCL and the NPA-STSLs. These activities include developing monitoring procedures for domestic servants with an emphasis on child domestic workers and training trainers at the sub-national level to prevent child trafficking and child labor.(36, 56)

† Policy was launched during the reporting period.

The National Plan of Action on the Worst Forms of Child Labor (NPA-WFCL) ended in 2012. The Department of Child Labor, with technical assistance from the ILO, is incorporating information from the newly-released Child Labor Survey into the development of a new Plan.(48) The Government reports that changes in leadership within the Ministry as a result of national elections in July 2013 have contributed to the lapse in finalizing a new plan. The new plan is expected to be approved in 2014.(48)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Cambodia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Commune Committees for Women and Children (CCWC)‡	MOLVT and provincial government program that establishes and trains these committees at the commune and village level to raise awareness of child labor regulations, ensuring that children continue to go to school, and report employers that use child labor.(1)
Street People Committee†	Inter-ministerial committee chaired by MOSAVY that provides direct support for street children. It is responsible for determining the number of people living and working on the street, including children, and providing for their needs.(37, 57)
Cambodians EXCEL: Eliminating exploitative Child Labor through Education and Livelihoods	\$10 million USDOL funded, 4-year project to combat child labor in agriculture, fishing, and domestic service. Targets 28,000 child laborers and at-risk children to receive education services and 14,000 households to receive livelihood services.(58) Addresses a complex set of factors causing child labor including poverty, lack of education access, cultural acceptance of child labor, debt, migration, and lack of regulation in the informal sector.(58)
United Nations World Food Program (WFP) – Fighting Hunger Worldwide*	Australian-funded, 5-year program implemented by the Ministry of Education, Youth, and Sport (MOEYS) to improve food security and nutrition, which includes providing breakfast and take-home rations to vulnerable primary school children, and off-season income-generation activities for the poor.(59) In 2013, WFP introduced a new cash scholarship transfer pilot program through a mobile banking system in partnership with Angkor Microfinance of Kampuchea. Beneficiaries of the program must attend 80 percent of their classes and receive cash assistance that can be used for food or school supplies.(60)
Project Childhood	\$3.7 million Australian-funded, 4-year regional project to combat child sex tourism in Cambodia, Laos, Thailand, and Vietnam.(61, 62) Seeks to ensure that the relevant legislative framework of each participating country meets international standards; police, prosecutors, and judges understand the law; and mechanisms are established to promote cooperation within and across borders.(62)
Counter Trafficking in Persons II (CTIP II)	\$5.4 million USAID-funded, 4-year program implemented by Winrock International to improve the Government and civil society's coordination and capacity to effectively combat all forms of human trafficking. CTIP II focuses specifically on addressing the needs of victims of forced labor and sexual exploitation.(63)
Improved Basic Education in Cambodia Project*	\$10 million USAID-funded, 5-year project supported by the MOEYS to enhance access to education, targeting 202 primary schools and 101 lower secondary schools. Provides improvement grants to schools for scholarships, latrines, and equipment including computer and science labs.(64)
Bilingual Education Programs*†	MOEYS bilingual education program for ethnic minority children in preschools and primary schools in three provinces. Targets 2,359 students from grades one through three in 27 schools.(57, 65)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Cambodia.

The Government of Cambodia relies heavily on outside funding to combat child labor, including its worst forms. The Government has set up Committees for Women and Children (CCWC), and it is reported that these monitoring committees were largely successful in the communes where they were established.(1) The Government reports that



the Local Administration Department collects reports from the CCWC, however, it has not released any data on their achievements.(37)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Cambodia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Raise the minimum age for work in domestic service to at least 15, in compliance with the minimum age for work and with international standards.	2009 – 2013
	Institute and enforce a compulsory education age that is at a minimum equal to the minimum age for work.	2009 – 2013
	Enact laws to protect children from hazardous work in family businesses.	2009 – 2013
Enforcement	Enforce regulations regarding child labor in agriculture, tobacco, cassava, and fishing.	2012 – 2013
	Develop and implement standardized guidelines for conducting child labor inspections.	2011 – 2013
	Provide sufficient resources for the enforcement of child labor laws to address the full scope of the problem.	2010 – 2013
	Conduct targeted inspections of industries in which hazardous child labor is known to occur.	2009 – 2013
	Collect and publish data on the number of child labor inspections conducted, the employers prosecuted, and the children assisted.	2010 – 2013
	Uniformly administer existing penalties for businesses violating child labor laws and ensure that punishments are a sufficient deterrent.	2009 – 2013
Government Policies	Approve new National Plan of Action on the Worst Forms of Child Labor (NPA-WFCL).	2013
Social Programs	Ensure all children have access to free quality education, including by ensuring school fees are not charged and addressing distance, transport, and language barriers.	2013
	Assess the impact that existing poverty alleviation and education programs may have on the worst forms of child labor.	2010 – 2013

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# Cambodia

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*In 2013, Cameroon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Optional Protocol on the Involvement of Children in Armed Conflict, investigated and prosecuted cases of child trafficking, and implemented new programs to address child labor specifically, and to increase access to education and health care. However, children continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. The Government has yet to approve its National Plan of Action to Combat Child Labor and Trafficking in Children. Additionally, gaps remain in the legislative framework, leaving children unprotected against the worst forms of child labor. Furthermore, social programs are limited and do not address all sectors in which children work.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cameroon are engaged in agriculture, including in the production of cocoa, bananas, palm oil, rubber, and tea, as well as in the worst forms of child labor in commercial sexual exploitation.(1-5) A 2010 pilot study by the ILO estimates that approximately 4,000 children between ages 11 and 17, mostly girls, were engaged in commercial sexual exploitation.(6) In the urban informal sector, children carry heavy luggage and sell goods on the streets, such as cigarettes and water.(7-9) Table 1 provides key indicators on children's work and education in Cameroon.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	56.2
Attending School (%)	5-14 yrs.	79.7
Combining Work and School (%)	7-14 yrs.	52.7
Primary Completion Rate (%)		72.9

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Démographique et de Santé et à Indicateurs Multiples, 2011.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cocoa (1-4, 12)
	Production of bananas,* coffee,* palm oil*† rubber,* and tea* (1, 4, 13)
	Raising livestock* (1, 12, 14)
Industry	Work in artisanal gold mines and gravel quarries* (15-17)
Services	Domestic service (3, 4, 18)
	Carrying heavy luggage and selling goods on the street (3, 7-9)
	Commercial sexual exploitation sometimes as a result of trafficking* (4, 6, 19-21)
Categorical Worst Forms of Child Labor‡	Forced labor in the production of cocoa* and tea,* in fishing,* in domestic service, in street vending, and in work in spare parts shops, as a result of trafficking (4, 9, 17, 20-24)
	Forced begging (9, 12, 13, 22)
	Transporting drugs (3, 9, 13, 25)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182

# Cameroon

## MODERATE ADVANCEMENT




Street children who are used to transport drugs in cities such as Yaoundé and Douala are at risk of being recruited into gangs.(3, 9, 25) In the three Northern regions, it is a tradition to send boys to Koranic teachers to receive education. While some boys receive lessons, others are forced by their teachers to beg or perform other work and to surrender the money that they earn.(9, 12, 13, 22) Cameroon is a source and destination country for the trafficking of children; Cameroon is also a transit country for children trafficked between Gabon and Nigeria, and for children trafficked to Europe.(4, 21, 23, 24) Child trafficking also occurs internally and is prevalent in the Northwest region.(26)

Access to education is hindered by the remote locations of schools and the lack of potable water in rural schools.(27, 28) In addition, the Government of Cameroon reports that in many regions, fewer than 40 percent of children are registered at birth. Unregistered children in Cameroon cannot access essential services, including schooling.(8, 12)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Cameroon has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	✓

In 2013, the Government ratified the Optional Protocol on the Involvement of Children in Armed Conflict; however, it has not ratified the Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.(29, 30)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 86 of the Labor Code (3, 9, 31)
Minimum Age for Hazardous Work	Yes	18	Law No. 017; Sections 86 and 87 of the Labor Code (3, 31, 32)
List of Hazardous Occupations Prohibited for Children	Yes		Law No. 017 (32)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Law No. 2011/024; Articles 292 and 293 of the Penal Code; Labor Code (31, 33-36)
Prohibition of Child Trafficking	Yes		Law No. 2011/024; Law Project Relating to the Fight Against Trafficking in Persons and Slavery (1, 4, 34, 36, 37)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 343 of the Penal Code; Article 76 of Law No. 2010/12 (33, 34, 38)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Presidential Decree No. 1994/185 (40, 41)
Compulsory Education Age	Yes	12	Articles 9 and 16 of Law No. 1998/004 (42-44)
Free Public Education	Yes		Presidential Decree No. 2001/041 (5, 12, 45)

\* No conscription or no standing military.



While Law No. 017 sets a minimum age for hazardous work and prohibits children from certain occupations, it does not prohibit work underwater and at dangerous heights, which is often performed by children who fish or harvest bananas.(17, 32) The Law does not fully protect children working in agriculture, domestic service, and street vending, even though many children are known to work in these sectors. Labor laws do not extend to these children, who typically work without formal employment contracts; moreover, health and safety laws do not apply to all domestic workers.(17, 32) The Government lacks a mechanism for protecting these children, since they are not covered by law.(3, 9, 12, 17, 32) The compulsory school age of 12 makes children ages 12 to 14 particularly vulnerable to the worst forms of child labor, as they are not required to be in school and are below the minimum age for work. Although Presidential Decree No. 2001/041 establishes the right to free education, in practice, additional school fees and the costs of books and uniforms are prohibitive for many families.(3, 12, 45) The Ministry of Education offers fee waivers to disadvantaged primary students; however, these waivers sometimes do not cover the costs or arrive late, which means that parents must still pay some out-of-pocket fees.(3, 46, 47) The Government has not criminalized the use of children for illicit activities.(13, 39)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security	Lead efforts to enforce child labor laws, in cooperation with other government bodies, including the Ministries of Social Affairs, Justice, Women's Empowerment and the Family, and Employment.(3)
National Commission on Human Rights and Freedoms	Promote and protect human rights and investigate human rights abuses.(5, 42, 48)
Minors Brigade	Investigate the use of children in hazardous work and trafficking; work within the public security sections of local police stations; and work within public security sections of local police stations.(5, 36)
Ministry of Justice	Contribute to investigations through judicial auxiliaries and send files to court for prosecution as appropriate.(36)

Research found no evidence that labor law enforcement agencies in Cameroon took actions to combat child labor, including its worst form. However, criminal law enforcement agencies in Cameroon took such actions.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor and Social Security (MINLSS) employed 81 labor inspectors, which is an insufficient number, according to an MINLSS official.(3) Additionally, inspectors often do not have the means of transportation or fuel they need to conduct inspections.(3) A 2011 ILO review of Cameroon's labor inspectorate found that few workplace visits occur.(49) Labor inspectors are informed of the ILO's core conventions during their initial training, but they do not receive any further training on these issues.(3) The ILO Committee of Experts has expressed concern that inspectors are not sufficiently familiar with the labor laws.(3, 49) The number of inspections conducted in 2013 is unavailable. There are no official comprehensive statistics on the number of child labor violations found, of penalties or citations issued, or of children removed and assisted as a result of the inspections.(3)

#### *Criminal Law Enforcement*

In 2013, the Government conducted at least 10 child trafficking investigations, and at least five children were removed from exploitative labor situations and eight children were rescued from traffickers as a result of these investigations; these children were placed in the care of social services. The investigations targeted trafficking within Cameroon, from the Central African Republic for labor exploitation, and to Equatorial Guinea for commercial sexual exploitation.(3, 50) At least one person was convicted of child trafficking.(3)



# Cameroon

## MODERATE ADVANCEMENT

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established a mechanism to coordinate its efforts to address child labor, including its worst forms. However, the Government has other mechanisms that may have an impact on child labor (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Inter-Ministerial Committee	Coordinate government efforts to combat trafficking in persons, including by training stakeholders, proposing legislation, and ratifying international instruments.(3)
Joint Mobile Brigade	Work to prevent and combat the phenomenon of street children by identifying street children, helping to convince them to return to their families or to enter Government-run centers, and educating families whose children have returned home on the root causes of the phenomenon to prevent these children from returning to the streets.(1, 13)

In 2013, the Inter-Ministerial Committee, with assistance from the NGO Vital Voices, organized two training sessions on trafficking in persons for judges, diplomats, social workers, labor officials, and members of civil society.(3)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Cameroon has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Trafficking in Persons Action Plan*	Outlines efforts to prosecute and convict trafficking offenders, to educate law enforcement personnel and social workers, to develop and enact legislation prohibiting the trafficking of adults, and to train enforcement personnel on how to use the human trafficking database.(51)
PRSP*	Includes overall goals of poverty reduction, increased access to health and social services, and improved infrastructure such as education.(52)
Country Program Action Plan (2013–2017)†	UNICEF- and Government-implemented program that addresses the full development of young children and builds on the previous Country Program Action Plan.(13)

\* The impact of this policy on child labor does not appear to have been studied.

† Program was launched during the reporting period.

In 2013, the Government and UNICEF launched a new Country Program Action Plan to address the full development of young children and build on the previous Country Program Action Plan.(13) The Government appoints Child Parliamentarians to provide recommendations on issues related to children, including child labor.(5, 53)

In 2013, the Government drafted a National Plan of Action to Combat Child Labor and Trafficking in Children. However, it has yet to ratify or officially approve the Plan, and it is unknown whether the Plan addresses all relevant worst forms of child labor.(1, 5, 35, 54, 55) The PRSP has neither budgets nor details related to the worst forms of child labor.(52) Moreover, the Trafficking in Persons Action Plan does not include timelines.(51, 56)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Cameroon funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Cameroon, aims to build the capacity of the national government, to develop strategic policies to address the elimination of child labor and forced labor, and to strengthen legal protections and social service delivery for child domestic workers.(57, 58)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Multi-Sector Cooperation Program*†	UNICEF-implemented program to address areas such as ensuring access to basic education and preventive health care, returning children to school, developing special curriculum for schools with high concentrations of Bakas, promoting birth registration, and providing shelters and safe drinking water in northern regions affected by floods.(3, 36)
School Feeding Program*‡	USAID-funded program provides meals to help improve the educational goals of girls in target geographic zones.(5, 46)
Direct Cash Transfer*‡	Government program that provides limited direct cash transfers to street children on an ad hoc basis.(46)
Project to Fight the Phenomenon of Street Children‡	Government program that gathers information on street children and offers health care, education, and psychosocial care.(3)
Horizen Femmes project on domestic workers*	Government-supported, NGO-run project focusing on educating domestic workers about their rights.(35, 36)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Cameroon.

In 2013, MINLSS evaluated the programs that had been implemented to prevent and combat child labor since 2003, and updated its manual for identifying child trafficking victims. The results of the study are expected to be released in 2014.(3, 13) As part of the Project to Fight the Phenomenon of Street Children, the Ministry of Social Affairs (MINAS) and the Civic Service Agency for Participation in Development adopted a collaborative framework for the reintegration of street children. By mid-2013, the MINAS had identified 1,321 street children and had reunited 554 of them with their families.(3)

The school feeding program has reached only 5.3 percent of students in target zones.(46) Despite the initiatives described here, Cameroon's social programs do not address all the sectors in which children work, such as agriculture and domestic service.(56)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Cameroon (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013
	Ensure that the law fully protects children working in agriculture, domestic service, and street vending, and that it develops mechanisms for enforcing those laws.	2009 – 2013
	Prohibit children under age 18 from engaging in dangerous activities—such as working underwater and at dangerous heights—and enact legislation to prohibit the use, procurement, or offering of children for illicit activities.	2009 – 2013
	Raise the age for compulsory education to 14 to match the established minimum age for work.	2009 – 2013
Enforcement	Ensure that the number of labor inspectors is sufficient, given the scope and prevalence of child labor in Cameroon, and allocate more resources to provide vehicles and fuel to the Ministry of Labor and Social Security.	2009 – 2013
	Provide regular training to inspectors on child labor issues and Cameroonian labor laws.	2013
	Gather and make information publicly available about child labor investigations and enforcement.	2009 – 2013
	Establish a referral mechanism between enforcement agencies and social services.	2013
Coordination	Establish a coordinating mechanism to combat child labor, including all its worst forms.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Formally adopt the National Plan of Action to Combat Child Labor and Trafficking in Children, and ensure that it addresses all relevant worst forms of child labor.	2010 – 2013
	Assess the potential impact of existing policies on addressing child labor.	2010 – 2013
	Include in the PRSP both the budgets and more detail related to government efforts on the worst forms of child labor.	2011 – 2013
	Include a detailed timeline in the strategy to implement the Trafficking in Persons Action Plan	2010 – 2013
Social Programs	Expand the School Feeding Program to reach more students in target zones.	2013
	Develop social protection programs that assist children working in the worst forms of child labor in such sectors as agriculture and domestic service, and expand existing programs.	2009 – 2013
	Ensure the registration of all children at birth to guarantee they are able to access social services, including education.	2011 – 2013
	Ensure that additional school fees and the costs of books and uniforms do not hinder children from accessing education.	2011 – 2013

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# Central African Republic

## NO ADVANCEMENT

*In 2013, the Central African Republic made no advancement in efforts to eliminate the worst forms of child labor. The Government's transitional authorities adopted a National Strategy to End the Recruitment and Use of Children in Armed Conflict. However, children in the Central African Republic continue to engage in child labor in agriculture, and in the worst forms of child labor in armed conflict. Widespread violence and instability limited the Government's ability to address the worst forms of child labor. Armed groups on all sides of the conflict increased the use of child soldiers. The National Strategy to End the Recruitment and Use of Children in Armed Conflict was not implemented during the reporting period. Legal protections against child labor were not adopted, and research found no evidence that enforcement actions were taken or that policies and programs to address child labor were implemented.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Central African Republic (CAR) are engaged in child labor in agriculture, and in the worst forms of child labor in armed conflict.(1-5) Table 1 provides key indicators on children's work and education in CAR.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	51.1 (602,932)
Attending School (%)	5-14 yrs.	53.9
Combining Work and School (%)	7-14 yrs.	33.4
Primary Completion Rate (%)		45.4

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS 3 Survey, 2006.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working on cotton,* coffee,* cassava,* and peanut* farms (4, 8)
	Gathering mushrooms,* hay,* firewood,* and caterpillars* (4)
	Fishing,* activities unknown (4, 5)
Industry	Diamond and gold* mining† (4, 8-11)
Services	Domestic work (4, 12)
	Portering and vending (4, 9)
	Working in restaurants and markets (12, 13)
Categorical Worst Forms of Child Labor‡	Use of under-age children in armed conflict (1-4, 13-16)
	Domestic service, work in agriculture, restaurants, markets, and mining, including diamond mines, as a result of human trafficking (12, 13)
	Commercial sexual exploitation sometimes as a result of human trafficking (12, 13)
	Forced labor of Ba'aka children in agriculture and domestic service (4)
	Use of child soldiers as a result of forced or compulsory recruitment (3, 4, 16-18)
	Use of children in illicit activities for criminal and rebel groups, including carrying stolen goods (4, 9, 17, 18)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.



In March 2013, Seleka rebels, a coalition of several rebel groups, ousted the sitting president and formed a new government.(19, 20) Escalating violence by various armed groups, including between Seleka elements and the Anti-Balaka self-defense group, caused most government institutions to close.(4, 21) Most residents of the capital, Bangui, have been forced to flee the violence.(21-23) During the reporting period, the UN estimated that half of CAR's population had been made homeless by the conflict and needed aid.(24) In January 2014, a Transitional National Council selected a new interim president. In addition, by January 2014, a multinational peacekeeping force was present in parts of the country.(25) However, the ongoing conflict continues to affect the Government's ability to address the worst forms of child labor.

Research found many cases of child soldiers in CAR. Moreover, the UN has noted that during the reporting period, the recruitment and use of child soldiers occurred on all sides of the conflict.(19, 24, 26, 27) In January 2014, the UN estimated that more than 6,000 child soldiers were involved in armed conflict.(27) Between March and June 2013, approximately 3,500 children were recruited by ex-Seleka elements.(28) During the reporting period, self-defense groups across the country, including the Anti-Balaka, have expanded to include many children.(19, 23, 24, 27)




The ongoing conflict has resulted in more boys and girls being forced into armed groups to serve as child soldiers, including participating in hostilities, carrying supplies, and being sexually exploited.(27, 29, 30) Children are also abducted for forced labor and/or forced soldiering by the Lord's Resistance Army, a Ugandan rebel force that has moved into CAR.(3, 4, 16, 23)

There is a severe lack of schools and teachers especially in rural areas, which prevents many children from accessing education.(9, 31, 32) Furthermore, during the reporting period, an estimated 800,000 children lacked access to education due to the ongoing conflict. In addition, many children do not have birth registration certificates, which may limit their access to education.(4)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

CAR has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code (18, 33, 34)
Minimum Age for Hazardous Work	Yes	18	Labor Code (9, 11, 33)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Labor Code (31)
Prohibition of Child Trafficking	Yes		Penal Code (12, 13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Labor Code; Penal Code (12, 13, 31, 33)
Prohibition of Using Children in Illicit Activities	Yes		Labor Code (31)

# Central African Republic

## NO ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	18	<i>Legislation title unknown</i> (35)
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	15	Act No. 97/014 of 1997 (4, 9)
Free Public Education	Yes		<i>Legislation title unknown</i> (4, 36)

The Government has not ratified the UN CRC Optional Protocol on Armed Conflict.(37) Children younger than age 18 are prohibited from working between 10 p.m. and 5 a.m., and from working in mines (18, 34, 38, 39). The Government does not have a list of hazardous occupations prohibited to children.(9, 11) The Labor Code prohibits the production of pornography, but not the possession and distribution of child pornography.(12, 31) Education is tuition free, but students must pay for their own supplies, books, and transportation, which may prevent some children from accessing school.(4) In addition, research did not uncover a public version of the Government's legislation for minimum age regarding compulsory military recruitment and free public education.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Monitor and enforce laws related to child labor.(12)
Ministry of Justice (MOJ)	Investigate cases of commercial sexual exploitation of children, child trafficking, and the use of children in illicit activities. The MOJ shares this responsibility with CAR's security forces.(18, 34)

Research found no evidence that law enforcement agencies took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

Research identified a lack of systems to enforce child labor laws. Moreover, the ILO Committee of Experts has noted that, since 1999, there has not been a labor administrator to coordinate the labor inspection efforts of the Ministry of Labor (MOL).(34, 40) There is also no system in place for the MOL to track child labor complaints.(12, 34, 40) Information was not available on the number of labor inspectors employed by the MOL's Labor Inspectorate Unit, on whether labor inspectors had received any training on child labor, or on whether inspectors have the necessary resources to conduct their inspections. However, in previous years, training for labor inspectors did not include any specific information on child labor, and the inspectors lacked the resources necessary to carry out inspections — including funds for transportation — and in some cases, chairs, desks, doors, and lights for their offices, some of which are inaccessible due to flooding when it rains.(12, 34, 40) Given the state of insecurity in CAR during the reporting period, it appears unlikely these gaps were addressed.

#### *Criminal Law Enforcement*

Information was not available on the efforts of the Ministry of Justice (MOJ) to protect children, on the number of arrests and prosecutions involving children victims, or on whether actual punishments were consistent with those prescribed by law.(34) However, in previous years, the MOJ did not train its officers in these areas; the officers also lacked sufficient office facilities and transportation to carry out investigations.(34) Moreover, the Government did not have any means to identify victims of trafficking and was unable to provide data on the number of arrests and prosecutions of the individuals involved in trafficking children, including in using these children in commercial sexual exploitation or other illicit activities.(12, 13) In previous years the Government did not report having arrested or prosecuted individuals for these acts and, given the state of insecurity in CAR during the reporting period, it appears unlikely these gaps were addressed during 2013.(41)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Council for the Protection of Children (NCPC)	Coordinate policies and strategies to protect children, including from sexual exploitation and child soldiering.(12, 13) Research found no evidence the NCPC met or took actions during 2013.

In 2013, research found no evidence of a body that coordinates Government efforts to combat all forms of child labor.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of CAR has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Child Sexual Exploitation and Abuse	Addresses child sexual exploitation and abuse, including measures to address trafficking for purposes of commercial sexual exploitation.(42)
National Action Plan for Education*	Aims to improve enrollment and completion rates for primary school. Also calls for the establishment of informal schools in rural areas to provide education access to children ages 8 to 15 who have never attended school.(31, 43)
National Poverty Reduction Strategy*	Serves as a primary strategy for determining national development policy.(31, 44)
National Strategy to End Recruitment and Use of Children in Armed Conflict†	Aims to end the recruitment and use of children in armed conflict. Calls for negotiating with armed groups and securing the release of children.(23)
N'djamena Declaration of Regional Conference: Ending Recruitment and Use of Children by Armed Forces and Groups; Contributing to Peace, Justice and Development	Represents a commitment among the signatory countries, including CAR, to eliminate the use of child soldiers in their territories.(45)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In November 2013, the Government's transitional authorities adopted the National Strategy to End the Recruitment and Use of Children in Armed Conflict.(23) However, as of May 2014, the National Strategy was not being implemented.(41) Moreover, given the state of insecurity in CAR, it is unlikely that any of the above policies were implemented during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in CAR (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on Armed Conflict.	2013
	Create a list of hazardous occupations prohibited to children.	2013
	Amend the Labor Code to prohibit possession and distribution of child pornography.	2009 – 2013
	Make publically available the Government's legislation for minimum age for compulsory military recruitment and free public education.	2013

# Central African Republic

NO ADVANCEMENT

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Complete an investigation of the use of child soldiers, publish the results, and, based on this information, take vigorous steps to end this practice and rehabilitate victims.	2010 – 2013
	Create an inspection system that monitors and tracks cases of child labor.	2010 – 2013
	Provide adequate resources to enforce laws against the worst forms of child labor, including by training personnel, adding to budgetary resources, and providing office facilities.	2009 – 2013
	Create a system to identify child victims of trafficking.	2010 – 2013
Coordination	Establish a body to coordinate government efforts to combat child labor, or expand the purview of the National Council for the Protection of Children in this regard.	2011 – 2013
Government Policies	Assess the likely impact of existing policies on education and poverty on addressing child labor.	2009 – 2013
	Implement existing policies, including the National Strategy to End Recruitment and Use of Children in Armed Conflict.	2013
Social Programs	Conduct research to determine the activities carried out by children working in fishing to inform policies and programs.	2013
	Complete an investigation of the use of child soldiers, publish the results, and, based on this information, take vigorous steps to end this practice and rehabilitate victims.	2010 – 2013
	Increase the number of children able to access schooling by—	
	■ Eliminating the costs associated with education	2009 – 2013
	■ Taking measures to ensure safe schools	
	■ Providing adequate numbers of teachers and schools	
	■ Providing birth registration certificates to all children.	
	Fund and implement programs that provide services to withdraw and protect children from child labor and the worst forms of child labor, particularly in child soldiering.	2009 – 2013

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# Chad

## MODERATE ADVANCEMENT

*In 2013, Chad made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government criminalized recruiting children for armed service and implemented the 2013 Child Soldier Action Plan.*

*Government inspectors and UN officials conducted joint inspections to screen for underage recruits in the military. The Government also established Child Protection Units in military zones and provided child protection training. In addition, the Government ratified the National Birth Registry Code, which requires all children be issued a birth certificate. However, children in Chad continue to engage in child labor, including in cattle herding and in agriculture. Many gaps remain in the legal framework, which leave children vulnerable to exploitation. Children working in domestic service and in other informal workplaces are not covered by the Labor Law; there are no laws to protect trafficked children or children engaged in illicit activities, and there is no compulsory education age.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Chad are engaged in child labor, including in cattle herding and in agriculture.(1-6) Table 1 provides key indicators on children's work and education in Chad.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	53.0 (1,535,025)
Attending School (%)	5-14 yrs.	39.6
Combining Work and School (%)	7-14 yrs.	30.7
Primary Completion Rate (%)		35.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2004.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Crop harvesting* (3)
	Cattle herding (1, 3-6, 9)
Industry	Mining, including panning for gold*† (3, 10)
	Domestic work (1-3, 9, 11, 12)
Services	Street work, including vending and manual labor (2, 4)
	Begging (2, 3, 12, 13)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 12-14)
	Domestic work, cattle herding, begging, street vending, and agriculture, as a result of human trafficking (2, 3, 12-14)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Chadian children are trafficked to the Central African Republic, Nigeria, and Cameroon for forced labor in cattle herding.(3, 14) Some boys, sent to Koranic teachers to receive an education, are forced to beg and surrender the money they have earned.(3, 9, 12, 13) Sources indicate that there were a few cases of children being removed from surrendered rebel groups entering Chad.(15-17) Research found that some Chadian children are recruited into armed groups in the Central African Republic (CAR), but was unable to determine the extent of the problem. Moreover, the UN and Child Soldiers International have noted that there are reports of cross-border recruitment of Chadian children into armed groups in CAR.(15, 18)




During the reporting period, Chad continued to suffer a food crisis because of a combination of severe drought and flooding that occurred in 2012.(14, 19) The UN estimates that 2.1 million people remain food insecure in Chad. In addition, in 2013, the UN High Commissioner for Refugees estimated that more than 60,000 foreign refugees and Chadian returnees arrived in Chad; they were fleeing instability from neighboring Nigeria, CAR, and South Sudan.(19) Given Chad's limited resources, both of these ongoing situations may affect the Government's ability to address the worst forms of child labor.

A source indicates that less than 16 percent of children have birth certificates, which may limit their access to education. Moreover, UNICEF has noted that birth registration rates are lower for vulnerable children.(16) In addition, rural areas offer limited access to registration centers, which may hinder parents' ability to register their children.(15)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Chad has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code; Decree No. 55 of 1969 (20, 21)
Minimum Age for Hazardous Work	Yes	18	Decree No. 55 of 1969 (20)
List of Hazardous Occupations Prohibited for Children	Yes		Decree No. 55 of 1969 (20)
Prohibition of Forced Labor	Yes		Article 20 of the Constitution; Article 5 of the Labor Code (9, 12, 21)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 279 and 280 of the Penal Code (12, 22, 23)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	20	Military Statute No. 006/PR/06 (3, 24)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Military Statute No. 006/PR/06 (3, 24)
Compulsory Education Age	No		Law No. 016/PR/06 (13, 25)
Free Public Education	Yes		Law No. 016/PR/06 (25)

In February 2014, The Government issued Ordinance 001/PR/2014, which criminalized the recruitment and use of children in armed conflict.(17, 18) The Ordinance includes provisions that call for imprisonment of 5 to 10 years and a fine ranging from \$200 to \$2,000.(17)

In April 2013, the Government ratified the National Birth Registry Code, which requires all children to be issued a birth certificate in order to provide age verification for employment and military service.(9) However, according to Child Soldiers International, the new law only provides free registration within the first month of birth.(15) During the reporting period, a draft new Child Protection Code was pending ratification by the National Assembly. Also, during the reporting period, the Government was revising the Penal Code, the Labor Code, and the List of Hazardous Occupations, which has not been updated since 1969.(9, 20)

Currently, protections in the Labor Code apply to work in formal enterprises only; they do not protect children working in informal activities such as domestic service.(9, 26)

There is no specific law on human trafficking in Chad.(12) Research also found no prohibition to using children in illicit activities. Moreover, the CEACR has noted that Chad lacks a law protecting children from being used, offered, or procured for illicit activities.(2)

Chad does not have a compulsory education age. Moreover, the CEACR has noted that Chadian law makes attending primary and middle school compulsory, but does not establish a specific age for schooling to begin.(13, 25) The lack of a clear age for children to enroll in school puts them at risk of engaging in the worst forms of child labor, because the children could have completed their compulsory education requirement before reaching the minimum age for work.(13, 25) Such children would not be in school but would also not be legally permitted to work, thus making them vulnerable to being involved in the worst forms of child labor.(13, 25) In addition, although education is free, in practice, parents often must pay for textbooks and school fees, which may prevent some children from attending school.(3)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Function, Labor, and Employment	Implement and enforce child labor laws.(1, 3, 27)
Ministry of Public Health, Social Affairs, and National Solidarity	Work to prevent child abuse and endangerment.(9) Also provide interim accommodation for child soldiers removed from the military.(28)
Ministry of Justice and Human Rights	Investigate and enforce all laws, including criminal child labor laws.(3, 29)
National Police's Child Protection Office	Investigate cases involving women and children, including victims of trafficking.(30)
Child Protection Units	Monitor and address violations of children's rights in military zones, including trafficking, forced labor, child soldier, and child labor issues.(16) Also conduct awareness-raising activities and trainings in the military.(15)

Criminal law enforcement agencies in Chad took actions to combat child labor, including its worst forms. However, research found no evidence that agencies responsible for labor law enforcement took such actions.

***Labor Law Enforcement***

In 2013, the Ministry of Public Works, Labor and Employment employed approximately 100 inspectors, controllers, and supervisory controllers.(1, 27) However, the Government acknowledges that better child labor enforcement efforts are needed, but resources remain limited.(9) The Government and local NGOs believe that the number of labor inspectors is insufficient and more inspectors need to be trained. Local NGOs also report that inspectors do not have adequate resources, including vehicles and fuel, to conduct inspections.(1, 9) During the reporting period, the Government did not collect statistics on the number of inspections conducted, child labor violations found, or citations and penalties issued.(9)

***Criminal Law Enforcement***

While the Government stopped recruiting children as soldiers into the national army in 2010, between February and August 2013, the Government and UN conducted joint inspections of all military districts in Chad to ensure compliance. No child soldiers were identified in the joint inspections.(9, 28) In April 2013, Chadian military officials identified and removed 14 children among rebel leader Baba Lade's returning troops and transferred them to the Ministry of Public Health, Social Affairs, and National Solidarity (MSA) for reinsertion with their families.(15-17) In addition, between January and February 2013, the Government removed 23 children from armed groups entering Chad from the Central African Republic.(16) During the reporting period, the Government established Child Protection Units in all of Chad's military zones.(15, 16, 18) The Government also provided child protection training to 300 military personnel in Chad, as well as to 864 Chadian soldiers preparing for a peacekeeping mission abroad.(18) In addition, MSA staff received training on child protection from the International Bureau for Children Rights and UNICEF.(9, 28)

Sources indicate that there are not enough judges in Chad, and there is a lack of physical infrastructure for the judiciary, such as courthouses. As a result, the judicial system is ill-equipped to enforce laws against the worst forms of child labor.(4, 31) Some crimes are dealt with under traditional and tribal justice systems, especially in rural areas, and statistics are not centrally compiled.(29) During the reporting period, no official statistics were available on the number of complaints, investigations, prosecutions, convictions, and sentences for the worst forms of child labor.(9) However, the Government reported 23 criminal cases of trafficking or forced labor involving children. Eleven cases resulted in prosecution; the remaining cases are at various stages in the criminal justice system.(16, 17) In July 2013, the MSA began tracking nationwide anti-trafficking actions that involve children.(16)

**IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Inter-Ministerial Committee on Trafficking in Persons and Child Protection (ICTPCP)	Coordinate Government efforts on child trafficking, forced labor, commercial sexual exploitation, the use of children in illicit activities, and all other child labor, including the worst forms of child labor. Implement the National Action Plan for Protecting Chadian Children (PRONAFET).(9, 16, 30) Led by the Secretary General of the Ministry of Human Rights and includes representatives from the Ministry of Justice and Human Rights, the MSA, local NGOs, and the Judicial Police.(9, 16, 30) The ICTPCP's structure is based on recommendations by the UN and modeled after the existing the Inter-Ministerial Committee on Child Soldiers (ICCS).(9)
Inter-Ministerial Committee on Child Soldiers (ICCS)	Coordinate government efforts to eliminate the use of children in armed conflict.(9)
Regional Committees to Combat Child Labor	Coordinate regional government efforts to address the worst forms of child labor in each of Chad's 22 regions.(14, 16) Include representatives from the Ministries of Education, Public Works, Justice, and Social Affairs and Family, as well as a representative from the police.(14)

In 2013, the Government established the new Inter-Ministerial Committee on Trafficking in Persons and Child Protection (ICTPCP) to replace the National Committee for Child Protection.(9) During the reporting period,

# Chad

## MODERATE ADVANCEMENT

UNICEF conducted training with the Inter-Ministerial Committee on Child Soldiers to develop an age verification procedure allowing the identification of children among potential military recruits.(9)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Chad has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan for Protecting Chadian Children (PRONAFET)	Establishes responsibilities for several ministries that cooperate at various levels of government to prevent and address child labor, including the worst forms.(1, 9)
National Development Plan 2013–2015 (NDP)†	Establishes a comprehensive development plan with an emphasis on education and poverty reduction. Other goals include increasing primary and secondary education and youth employment.(9, 22) In 2013, the Government launched and began implementing the NDP.(9)
2013 Child Soldiers Action Plan (CSAP)†	In partnership with UNICEF, aims to eliminate the use of child soldiers by providing a road map of 10 specific objectives, and by designating agencies responsible for implementation.(9) In 2013, the Government launched and successfully implemented 7 of the CSAP's 10 objectives.(9)
N'djamena Declaration of Regional Conference: Ending Recruitment and Use of Children by Armed Forces and Groups; Contributing to Peace, Justice and Development	Represents a commitment among the signatory countries, including Chad, to eliminate the use of child soldiers in their territories.(32-34)
Guide on the Protection and Assistance of Child Victims of Trafficking	Outlines the Government's formal procedures for protecting and assisting child victims of trafficking.(16)
Support Program for Reform of the Educational System 2004 –2015	Reforms the education system, including by ensuring equitable access to education for child domestic workers, child herders, child soldiers, and street children, as well as by increasing girls' school attendance.(2, 13, 35)

† Policy was launched during the reporting period.

Although the Government of Chad has adopted anti-trafficking and child soldier policies, research found no evidence of a policy on other worst forms of child labor.(3) During the reporting period, the National Action Plan for Protecting Chadian Children was not fully implemented because of the transition from the National Committee for Child Protection to the new Inter-Ministerial Committee on Trafficking in Persons and Child Protection.(9)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Chad participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Birth Registration Campaign†	UN-funded program that conducts birth registrations. In 2013, provided registration for approximately 100,000 births in N'Djamena.(18)
Transition Center	MSA program that provides family reunification and reintegration assistance to child soldiers removed from the military.(3, 36) A source indicates that the center also assists victims of child trafficking.(30)
Awareness-Raising Activities	Government program that conducts outreach campaigns to raise awareness and prevent child trafficking and child labor, especially of child herders.(3, 22, 30) In 2013, emphasis was on the importance of birth registration.(16)
Income-Generating Activities†	Government program that provides grants to women's groups that work to increase income of vulnerable women and children. In 2013, the grants assisted 1,590 beneficiaries.(16)
Humanitarian Assistance†	\$10 million USAID-funded program that provides humanitarian assistance. In 2013, funded agriculture, livelihoods, nutrition, and health interventions.(19)

† Program was launched during the reporting period.

Although Chad has set up programs that target child labor, the scope of these programs is insufficient to address the extent of the problem fully, particularly in agriculture, herding, forced begging, and domestic work.(2)



## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Chad (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt the draft Child Protection Code.	2009 – 2013
	Complete the review and adopt an updated list of hazardous occupations, ensuring that it covers all sectors and activities in which children are at risk of injury, and impose appropriate penalties for violations.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2013
	Adopt a law to protect children from trafficking.	2009 – 2013
	Enact a law to protect children from being used, offered, or procured for illicit activities.	2011 – 2013
	Amend the education law to establish a clear age for compulsory education that ensures children are in school until they have attained at least 14 years, the minimum age for employment.	2009 – 2013
Enforcement	Ensure an adequate number of labor inspectors and resources to enforce child labor laws.	2012 – 2013
	Gather and publish statistics regarding the enforcement of laws on the worst forms of child labor, including the number of complaints, investigations, prosecutions, convictions, and sentences.	2009 – 2013
	Provide law enforcement officials and judges with adequate resources to enforce laws against the worst forms of child labor.	2009 – 2013
Government Policies	Adopt a policy to target effectively all worst forms of child labor in Chad.	2009 – 2013
	Fully implement the National Action Plan for Protecting Chadian Children.	2013
Social Programs	Establish and expand programs providing services to children engaged in child labor, especially in agriculture, herding, domestic service, and forced begging by— <ul style="list-style-type: none"> <li>■ Strengthening the livelihoods of families of child laborers</li> <li>■ Raising awareness of the importance of education</li> <li>■ Eliminating school fees and textbook costs.</li> </ul>	2009 – 2013
	Ensure that all children are able to register for, and are provided with, birth registration certificates without limitations.	2013

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# Chad

## MODERATE ADVANCEMENT

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*In 2013, Chile made a significant advancement in efforts to eliminate the worst forms of child labor. The Government, in collaboration with the ILO, published a national survey on child labor. The Ministry of Labor and Social Prevision (MINTRAB) increased the number of labor inspections almost threefold, and the Inter-Agency Task Force on Trafficking in Persons adopted a National Plan against Trafficking in Persons. The Government passed a law that provides free education to children, from preschool to age 18. Chile also continued to implement a number of policies and programs targeting the worst forms of child labor. However, children continue to engage in child labor in urban informal work, and in the worst forms of child labor, particularly in commercial sexual exploitation and illicit activities, including drug trafficking. The Government has yet to adopt a new national plan against child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children engage in child labor in urban informal work, and in the worst forms of child labor, particularly in commercial sexual exploitation.(1, 2) Table 1 provides key indicators on children's work and education in Chile. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		97.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)  
Understanding Children's Work Project's analysis of statistics, 2014.(4)

In 2013, the Government of Chile, in collaboration with the ILO, published the results of the 2012 National Survey on Activities of Children and Adolescents (*Encuesta de Actividades de Niños, Niñas y Adolescentes* (EANNA)).(5, 6) These data were not analyzed in time to be used in this report. According to the 2012 EANNA, more than 219 million children ages 5 to 17 work in Chile.(6) EANNA results also indicate that 70.6 percent of working children in the same age group are engaged in work classified as hazardous.(5, 6)

Region IX of Chile experiences the highest levels of poverty; it is also a region with a large indigenous population.(6) A 2005 ILO study indicated that Region IX had a child labor problem; however, no recent data were found on the percentage of indigenous children engaged in child labor in Chile.(50)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Forestry, activities unknown*† (2, 6, 7)
	Hunting, activities unknown* (2, 6, 7)
	Fishing,* activities unknown (2, 6, 7)
Industry	Construction in urban areas (1, 2, 5-7)
	Production of ceramics,* books,* and garments* (8)
	Urban informal work, activities unknown (1, 2)
Services	Domestic service (1, 5-7)
	Retail,* washing cars,* and repairing shoes (2, 5, 6, 8)
	Work in the commercial sector, activities unknown (2, 6, 8)



**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Used in drug trafficking and other illicit activities (8-11)
	Forced labor in agriculture,* mining,* domestic service,* hotels and restaurants,* and in other hospitality sectors* (8, 11)
	Commercial sexual exploitation sometimes as a result of human trafficking* (1, 2, 8, 11, 12)
	Domestic service as a result of human trafficking* (11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Limited evidence suggests that children from Bolivia, Colombia, Ecuador, Paraguay, and Peru are found in forced labor in the agriculture, mining, domestic service, and hospitality sectors.(11) Children are used to transport drugs in the border area with Peru and Bolivia.(9, 10, 13) In 2013, there was a reported increase in the number of children under 14 who were involved in illicit activities, including drug trafficking and robbery.(12)

The commercial sexual exploitation of children occurs in cities, in open public areas, and in other venues, such as bars and dance clubs.(14) Child trafficking occurs internally and, to a lesser extent, from Chile to other Latin American countries for commercial sexual exploitation. Girls from other Latin American countries are trafficked to Chile for commercial sexual exploitation and domestic service.(11)




Research indicates that many children work in the informal sector. However, specific activities related to children’s work in the informal sector are unknown.(1, 2, 6, 8)

Limited evidence suggests that access to education is a problem for indigenous children, who are vulnerable to the worst forms of child labor.(15)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Chile has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including in its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labor Code (16, 17)
Minimum Age for Hazardous Work	Yes	18	Labor Code (16, 17)
List of Hazardous Occupations Prohibited for Children	Yes		Labor Code (16, 17)
Prohibition of Forced Labor	Yes		Chilean Constitution; Labor Code (18)

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Penal Code; Law 20.507 (19, 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code ; Law 20.594 (2, 20, 21)
Prohibition of Using Children in Illicit Activities	Yes		Law 20.084; Law 20.000 (22-25)
Minimum Age for Compulsory Military Recruitment	Yes	18	Armed Forces' Recruitment and Mobilization Law (26-28)
Minimum Age for Voluntary Military Service	Combat: Yes	16	Armed Forces' Recruitment and Mobilization Law (26-28)
	Non-Combat: Yes	17	
Compulsory Education Age	Yes	18	General Education Law (29)
Free Public Education	Yes		General Education Law (29)

The minimum age for voluntary and compulsory military service in Chile is 18. Children may register at age 17 for voluntary service, and in some exceptional cases at age 16, but may only enter the service at age 18.(26, 27) According to the Armed Forces' Recruitment and Mobilization Law, during times of war the President of Chile may call upon persons of any age to be employed in "services that the nation requires." The UN CRC has suggested that Chile clarify that this provision applies only to persons age 18 and older.(27, 28)

In November 2013, the Government passed Law 20,710, which requires children to attend kindergarten and guarantees access to public education for children beginning at age 2 or 3 through age 18, thus reducing the children's vulnerability to the worst forms of child labor.(5)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Prevision (MINTRAB)	Enforce child labor laws.(5, 30)
National Child Service (Servicio Nacional de Menores) (SENAME)	Coordinate and provide services for children; coordinate provision of services with Rights Protection Offices in other cases.(31)
National Investigations Police	Oversee regional offices that specialize in the investigation of sex crimes and the commercial sexual exploitation of children. Refer children to SENAME.(32)
National Prosecutor's Office	Enforce laws against child trafficking and commercial sexual exploitation of children.(32)
Rights Protection Offices	Monitor cases of worst forms of child labor and raise awareness about them. Located in municipalities throughout the country.(2)

Law enforcement agencies in Chile took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the budget for inspections was \$20,877, 306 million. MINTRAB employs approximately 1,229 labor inspectors; they inspect for all types of labor violations, including child labor.(5, 30) In 2013, MINTRAB had 160 vehicles and 84 permanent offices and carried out 3,350 inspection visits, an increase from 1,505 in 2012.(5) During 2013, 575 cases of worst forms of child labor were detected, and MINTRAB imposed sanctions for child labor violations in 1,175 cases.(5, 30, 31) Inspectors visit various locations in all the regions of Chile to inspect labor conditions, including child labor violations.(30)



# Chile

## SIGNIFICANT ADVANCEMENT

During the reporting period, the Superintendent of Social Security (SUSESO) reported on injuries that occurred to children in 2010, 2011, and 2012. As a result, SUSESO requested the Institute of Occupational Safety (ISL) to review the cases and report the data, especially pertaining to workplace accidents involving children under age 18.(5)

SENAME continued to incorporate information from other government agencies, particularly city-level offices, into the case registry system.(5) It also worked to merge the registry with its institutional database, SENAINFO, which will enable the agency to provide integrated data on victims of worst forms of child labor.(5) In 2013, SENAME assisted 1,095 child victims of commercial sexual exploitation, compared with 1,209 during 2012.(31) It continued to participate with the National Tourism Service (SERNATUR) in the certification of tourism organizations that adhere to the norms for the prevention of the commercial sexual exploitation of children (CSEC); it also developed certification norms for rental cabins, apartment hotels, tourism offices, and travel agencies.(31)

### *Criminal Law Enforcement*

In 2013, 175 cases of commercial sexual exploitation, including cases of child prostitution, pornography, and trafficking for sexual exploitation, were investigated in the Chilean judicial system. A total of 29 criminal convictions for the commercial sexual exploitation of minors also occurred during this same period.(31, 33) These cases resulted in three convictions for the prostitution of minors and three convictions for trafficking in persons violations involving minors.(12)

During the reporting period, 1,284 minors under age 18 were reported to have been involved in drug trafficking.(33)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Advisory Committee to Eradicate Child Labor	Implement national plan against child labor; operates in many of Chile's regions.(1, 2) Headed by MINTRAB and include among others, SENAME, the Ministry of Education, the Ministry of Justice, the Ministry of Agriculture, the National Statistics Institute and SERNATUR, as well as the National Investigations Police and the National Uniformed Police.(1)
National Action Plan Against Trafficking in Persons	Implement actions to prevent and combat trafficking in persons, with a focus on women and children. (12) Encompass four strategic areas: (1) prevention and awareness-raising, (2) control (prosecution), (3) victim's assistance and protection, and (4) interinstitutional cooperation and coordination.(12)
Worst Forms of Child Labor Task Force	Evaluate and promote programs that prevent and protect children from the worst forms of child labor. Headed by SENAME; participating members include the National Advisory Committee, which includes MINTRAB, the Ministry of Education, SERNATUR, National Investigations Police, and National Uniformed Police; receives financial and technical assistance from the ILO.(22, 31) Oversee the national case registry of the worst forms of child labor.(2, 10) Registry enables SENAME to track incidents of the worst forms of child labor and to enhance programs designed to assist child laborers.(14, 34) Includes implementing a multisector protocol for the identification, registration, and care of victims of the worst forms of child labor.(31)
Inter-Agency Task Force on Trafficking in Persons	Coordinate the Government's anti-trafficking efforts; headed by the Ministry of the Interior. Members include law enforcement agencies, the National Prosecutors' Office, the Ministry of Foreign Relations, the Ministry of Justice, and the National Service for Minors, among others.(35)
National Observatory of Commercial Sexual Exploitation	Produce information on CSEC in collaboration with government and civil society.(5) Created in 2010 and coordinated by SENAME.(5)

In 2013, the National Advisory Committee to Eradicate Child Labor met twice, and the Worst Forms of Child Labor Task Force met seven times.(31) The "Worst Forms of Child Labor" registry received reports of 575 cases of children and adolescents, a decrease from 870 in 2012. The majority of the cases involved the use of children in illicit activities, such as drug trafficking, followed by children's involvement in work under hazardous conditions and commercial

sexual exploitation.(36) The Committee imposed sanctions for child labor violations in 1,175 cases, among which 575 were for child labor, an increase from 193 child labor sanctions in 2012.(5)

In 2013, the Inter-Agency Task Force on Trafficking in Persons adopted a National Plan Against Trafficking in Persons.(5, 31)

During the reporting period, the National Observatory of Commercial Sexual Exploitation held monthly meetings on the “Role of Media in the Dissemination, Awareness, Prevention and Reporting of Child and Adolescent Victims of CSEC,” “Analysis of Theoretical and Practical Scenarios of Commercial Sexual Exploitation in Tourism,” and “Progress of the Second National Framework against CSEC.”(31)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Chile has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Second Framework for Action Against the Commercial Sexual Exploitation of Children	Aims to prevent such crimes against children and coordination among government agencies and NGO service providers. Adopted by the Ministry of Justice, SENAME, and with other government agencies and NGO partners in 2012.(2, 10, 37)
Cooperative Agreement for the prevention and eradication of child labor and protection of adolescent workers in Chile between the Ministry of Labor and Social Prevision and the Ministry of Education (Convenio de cooperación para la prevención y erradicación del trabajo infantil y protección del adolescente trabajador en Chile entre Ministerio del Trabajo y Previsión Social y Ministerio de Educación)	Creates mechanisms to detect child labor within the school system in the capital region. The MOE and the MINTRAB are signatories to the agreement.(38)
National Plan against Trafficking in Personst	Sets goals for providing services to child victims, including assigning them to a case manager.(5)

† Policy was launched during the reporting period.

The National Advisory Committee is working on designing its second National Action Plan and aims to announce the plan during the first half of 2014.(31)

MINTRAB, SENAME, and the Ministry of Social Development are working with the ILO to integrate the issue of child labor into Chile’s social protection system. A study on the pilot model for the program, “Local Care for Child Workers and Their Families,” was developed and tested as part of this initiative.(13, 39). In 2012, the study’s results were reported to the participating government agencies for consideration and follow-up.(13, 39) In 2013 MINTRAB began coordination efforts to implement the model.(31)

In November 2013, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants’ commitment to work with civil society organizations to advance the efforts toward the eradication of child labor.(40)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
SENAME programs for children at risk of or engaged in the worst forms of child labor†	More than 90 SENAME programs for disadvantaged youth and children at risk of or engaged in the worst forms of child labor.(2, 22) In 2013, SENAME continued funding 16 projects to treat CSEC victims in 10 regions, and 93 comprehensive interventions programs. Programs provide specialized care for children and adolescents found in vulnerable situations, including victims of the worst forms of child labor.(5) Projects in collaboration with municipal governments, involved 121 local branches of the Office for the Protection of Children's Rights. Programs also include continued support and sponsorship of a program called "Regional Initiatives Against CSEC," run by the NGO "Raices," the European Union, and Chile's Agency for International Cooperation.(31)
Child labor survey on commercial sexual exploitation	Government in collaboration with the ILO, collected data from police and other governmental agencies for a preparatory study on commercial sexual exploitation. Results expected to be released within the first half of 2014.(5, 36)
Education and Monitoring Program for the Eradication of Child Labor	Government of Spain-funded child labor prevention and eradication program that aims to strengthen capacity and decision-making to meet the goals for the Hemispheric Agenda for Decent Work for 2015 and 2020.(41)
Eradication of child labor in Latin America (Phase 4) (Erradicación del trabajo infantil en América Latina)	ILO-sponsored program to contribute to the Prevention and Elimination of Child Labor and Protection of Permitted Adolescent Work in Latin America. Program funded Chile's second National Survey on Activities of Children and Adolescents (EANNA), conducted in 2012 by MINTRAB, the Ministry of Social Development, and the ILO. Results published in 2013.(41) Survey provides detailed information on the magnitude and characteristics of child labor in Chile.(31, 41) In 2013, the Government initiated significant outreach efforts to raise awareness of the results of the 2012 EANNA. Approximately 2,500 copies of the survey summary report were distributed, along with other promotional materials.(5)
New Life Program*‡	Program by Ministries of Education and Health, along with the Department of Juvenile Justice and the Service for Clinical Intervention New Life program in eight cities, aiming to address delinquency among children age 14 and younger.(42) Targets children who have been used by adults to carry out illegal activities.(2, 10) Program aims to provide integrated intervention for children who have been detained by the police for such activities, but are not subject to the juvenile justice channels because of their age. Since the inception of the program in 2010, a total of 5,629 children have benefitted from its services.(42) In 2013, "New Life," along with the Ministry of Education's reinsertion programs for vulnerable children, provided two training courses to teachers. In October 2013, SENAME published its third book; the book was written by the caregivers of these vulnerable children.(31, 42)
Regional Action Group for the Americas (Grupo de Acción Regional para las Americas)	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(43, 44)
Bilingual education programs*‡	Ministry of Education bilingual education program to increase the quality of education available to indigenous children and improve community involvement in the educational process.(45)
Extended School Day Program*‡	National Women's Service extended school day program aiming to keep children off the streets while their parents are at work, among other goals.(2)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children; and by exchanging best practices.(46)
Ethical Family Income program†*	Government program to provide cash transfers to families in extreme poverty. Transfers conditioned upon certain factors, including school attendance.(2) Other programs provide scholarships and social services to children from low-income families and to families who qualify for benefits under the social protection system or who are otherwise at high risk of leaving school to enter work, such as adolescent parents and children of incarcerated parents.(2, 22)
Regional child labor projects	Chile participates in two separate Government of Spain-funded regional projects to eradicate child labor in Latin America, one with a specific focus on promoting education and monitoring child labor.(47)
Strengthening social dialogue as an effective tool to address the worst forms of child labor	Government of Ireland collaboration with the Government of Chile; program that works toward the elimination of the worst forms of child labor. Aims to achieve its objectives through social dialogue and by building capacity of social partners to improve their role in the implementation of national policies or programs on child labor, with special focus on its worst forms.(41) Program has supported Global Pact Chile, which has developed a survey to analyze attitudes and actions of Chilean companies on child labor.(38)
Child labor prevention and awareness-raising campaigns in tourism	Joint Regional Group for the Americas program, administered in Chile by SERNATUR, which conducts child labor prevention and awareness-raising campaigns in tourism. Members of the group include Bolivia, Brazil, Chile, Colombia, Ecuador, Suriname, Uruguay, and Venezuela. In 2013, SERNATUR developed new certification norms on preventing CSEC for apartment hotels, lodges, and campgrounds.(5)

**Table 8. Social Programs to Address Child Labor**

Program	Description
MINTRAB collaboration with Confederation of Production and Chilean Safety Association	MINTRAB collaboration with the Confederation of Production and Commerce (CPC), one of the country's largest business associations, and the Chilean Safety Association (ACHS), to fight against child labor. The CPC distributes guides to employers on eliminating child labor through public-private partnerships, and the ACHS has developed a manual promoting safety for adolescent workers and has distributed this information widely. (13, 32)
Government projects for at-risk youth in the Dominican Republic*‡	Government and World Bank program to support programs that aid the employability of disadvantaged, at-risk youth through training and internship opportunities in order to promote entrepreneurial and job-related skills. Offers training courses in 10 provinces throughout the Dominican Republic. (48, 49)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Chile.

During the reporting period, SENAME carried out many awareness-raising activities, including designing a Web site about child labor and the worst forms of child labor. (5)

The Government of Chile has a range of services and programs to assist the most vulnerable children. These programs offer nationwide coverage and can reach children engaged in many of the worst forms of child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Chile (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Government Policies	Ensure a new national plan against child labor is drafted and enacted.	2011 – 2013
Social Programs	Assess the impact that various social protection programs may have on the worst forms of child labor.	2010 – 2013
	Conduct research to determine specific activities related to children's work in the informal sector and analyze data on the activities children carry out in agriculture in order to inform policies and programs.	2013
	Conduct research on the prevalence of child labor in Region IX and on vulnerable populations' access to education in the region.	2013

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*In 2013, Colombia made a significant advancement in efforts to eliminate the worst forms of child labor. The Government expanded its social protection program, More Families in Action, increasing the number of beneficiary families from 2.6 million to 3 million. The Government updated its list of the prohibited worst forms of child labor and conducted 1,543 inspections to verify labor conditions for adolescents with permits to work. The Government investigated 144 new cases of recruitment of children by illegal, non-state armed groups and convicted six individuals for such crimes. The Government also established an inspection unit within the Ministry of Labor to combat child labor, restructured the National System of Family Well-Being to improve interagency coordination to protect children's rights, and began to participate in a 4-year, \$9 million project to combat child labor and improve workplace health and safety in mining. However, children continue to be forcibly recruited by non-state armed groups and engage in child labor in agriculture and street work. Limited interagency coordination and inadequate resources hinder efforts to combat child labor, including child trafficking.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Colombia are engaged in child labor, primarily in agricultural activities and street work.(1, 2) Children are also forcibly recruited by non-state armed groups.(3-7) Table 1 provides key indicators on children's work and education in Colombia.

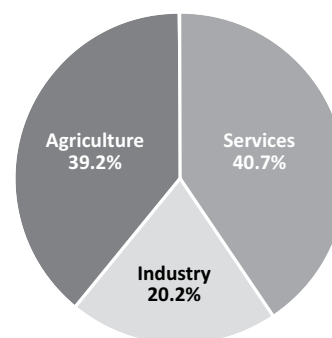
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	5.9 (514,092)
Attending School (%)	5-14 yrs.	93.2
Combining Work and School (%)	7-14 yrs.	5.9
Primary Completion Rate (%)		105.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from GEIH-MTI Survey, 2012.(9)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of coffee,† sugarcane,† cotton,*† and rice*† (10-13) Logging, activities unknown*† (10)
Industry	Mining clay to make bricks,*† coal,† emeralds,† gold,† gypsum,*† salt,*† and talc*† (14-16)
Services	Street work,*† including vending, performing, and begging (17-19) Garbage scavenging*† (20, 21) Domestic servicet (19, 22)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking*† (19, 23)
	Used in the production of pornography† (23)
	Domestic service and begging as a result of human trafficking*† (19)
	Production of coca,† marijuana,*† and poppies*† (10, 19)
	Recruitment, sometimes through force, of children into illegal non-state armed groups to grow coca; perform intelligence and logistical activities; store and transport weapons, explosives, and chemical precursors to process narcotics; and participate in armed conflict* (3-7)
	Illegal sale of gasoline*† (10)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In April 2013, the Government released the results of the 2012 National Household Survey, which includes estimates of the number of working children in Colombia as described in Table 1.(2) However, the Government does not collect disaggregated survey information on health, occupational safety, and similar risks associated with particular activities. Neither does it collect data on the geographical areas and sectors where children work, particularly the priority sectors identified by the Government such as coffee, sugarcane, and tobacco. The Government also does not attempt to gather data on child labor in hard-to-reach populations, including street children or children involved in illicit activities such as involvement with illegal non-state armed groups, illegal mining, and drug trafficking.

Government estimates reported in credible media outlets state that, in the city of Cali, more than 60,000 children work on the streets and 1,000 are homeless and that, in the city of Medellín, more than 25,000 children are engaged in street work and 11,000 children live on the streets, due to domestic violence, poverty, unemployment, and displacement.(17, 18) A 2013 report by the ILO and the Ministry of Labor found that 20,000 children ages 10 to 17 are engaged in domestic service in third-party homes in Colombia. They can work up to 60 hours per week and sometimes are not paid or receive little remuneration. Few of these children attend school, and they generally lack health benefits.(24, 25)







The Government of Colombia and the Armed Revolutionary Forces of Colombia (FARC) began peace negotiations in 2012. However, the FARC continues to recruit children, including indigenous and Ecuadorian children, into its ranks; this practice has not been included in the negotiations agenda.(26-30) A 2013 report by the Prosecutor General’s Office (PGO) documented 3,000 cases of children recruited by non-state groups during the last decade: 59 percent of them were recruited by the FARC.(31) Credible media outlets report that non-state armed groups use bullying as a strategy to recruit children from schools and use underage girls as couriers to collect extortion payments.(32-34)

In Colombia, children’s access to education is complicated by the internal armed conflict, displacement, long distances, and sometimes impassable routes between their homes and schools in rural areas.(35-38) The UN has reported that some schools have been damaged or that their classes were suspended because of confrontations between illegal non-state armed forces and the Colombian Armed Forces (CAF), and that some school children have participated in educational and recreational activities carried out by the CAF in areas of armed conflict, which could potentially put these children at risk of retaliation by such non-state armed forces.(30) The 2012 National School Desertion Survey for children enrolled in primary and secondary education identified child labor as one of the primary causes of school desertion in the Caribbean and Pacific regions.(39)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Colombia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government of Colombia has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 35 of the Code for Children and Adolescents (40)
Minimum Age for Hazardous Work	Yes	18	Article 117 of the Code for Children and Adolescents (40)
List of Hazardous Occupations Prohibited for Children	Yes		Resolution 3597 of 2013 (41)
Prohibition of Forced Labor	Yes		Article 17 of the Constitution and Article 141 of the Penal Code (42)
Prohibition of Child Trafficking	Yes		Article 17 of the Constitution and Articles 188–188C of the Penal Code (42, 43)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 209 and 213–219-B of the Penal Code (44)
Prohibition of Using Children in Illicit Activities	Yes		Articles 162, 188D, and 344 of the Penal Code (43, 44)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 13 of Law 418 of 1997 and Article 2 of Law 548 of 1999 (45–47)
Minimum Age for Voluntary Military Service	Yes	18	Article 13 of Law 418 of 1997 and Article 2 of Law 548 of 1999 (45, 46)
Compulsory Education Age	Yes	18	C-376/10 of the Colombian Constitutional Court (48, 49)
Free Public Education	Yes		Article 1 of Decree 4807 of 2011 (49)

In 2013, the Government of Colombia updated its list of the worst forms of child labor. This update specifically prohibits adolescents ages 15 to 17 from performing activities that pose physical, physiological, or occupational and safety risks; expose them to dangerous biological or chemical substances or psychological abuse; interfere with their education; and are unpaid or do not provide social security or other employment benefits.(41) The Government increased the fines for most labor law violations, including those involving child labor, from up to 100 times the minimum monthly wage to up to 5,000 times the minimum monthly wage. The Government also ratified ILO C. 189 concerning Decent Work for Domestic Workers.(50–52)

Colombian legislation relevant to the worst forms of child labor undergoes frequent changes. However, it is not clear whether those changes are effectively disseminated to the general public or relevant groups, including enforcement officials, employers, and civil society organizations.(53) The UN Committee on the Elimination of Discrimination against Women reports that the Government has not adopted regulations to protect and assist victims of human trafficking, including child victims, under Law 985 of 2005.(54)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Receive complaints of labor law violations and conduct labor inspections, including inspections to verify labor conditions for adolescent workers and compliance with other child labor provisions. Operate a child labor monitoring system independent of the labor inspection system that identifies children engaged in or at risk of child labor.(55)
Ministry of Interior (MOI)	Operate a hotline to report and track cases of human trafficking, coordinate investigations, and facilitate access to social services for victims.(56)
National Police (PNC)	Investigate cases of commercial sexual exploitation and human trafficking.(19, 55)
Colombian Institute for Family Well-Being (ICBF)	Receive complaints regarding child labor, operate hotlines to report cases of child labor and commercial sexual exploitation, and provide social services to children engaged in child labor or at risk of child labor. Operate 40 mobile units to coordinate government actions to protect children's rights, including with respect to child labor. Partner with civil society organizations to operate an Internet hotline to combat child commercial sexual exploitation and pornography.(57, 58)
Prosecutor General's Office (PGO)	Investigate cases of child recruitment for armed conflict, commercial sexual exploitation, and human trafficking.(40)
Office of the Ombudsman	Promote rights of children and adolescents and monitor policies related to children's human rights. Operate an early warning system to prevent the recruitment of children by non-state armed groups.(40)
Ministry of Health and Social Protection	Provide health services to victims of sexual violence, including child victims of commercial sexual exploitation and trafficking.(59)
National Training Center (SENA)	Responsible for collecting fines imposed by the MOL for labor law violations.(60)

Law enforcement agencies in Colombia took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In February 2014, the Ministry of Labor (MOL) issued Resolution 430 to establish an inspection unit to investigate cases of child labor and carry out activities to prevent child labor in coordination with the MOL's Fundamental Labor Rights Unit.(61) In 2013, the Government approved Law 1610, which clarifies the main responsibilities of the labor inspectorate system, including enforcing labor laws through inspections, identifying violations, imposing sanctions, and helping ensure that conciliation and mediation are used to resolve labor conflicts.(51) The National Training Center (SENA) issued Resolution 2126 to improve its ability to collect fines for labor law violations.(60, 62)

According to the MOL, there are 904 inspector positions, and 684 have been filled during the reporting period.(62, 63) In 2013, labor inspectors conducted 1,559 inspections in regard to child labor laws. Although the MOL did not provide complete information about these inspections, it reported that, as a result of these inspections, the MOL removed 84 children and adolescents from worksites that did not comply with labor laws and issued four sanctions for a total of more than \$2,400.(64, 65) The MOL did not report whether these children and adolescents were referred to any social services. SENA also did not report whether fines were collected for these or any child labor infractions.(65)

In 2013, the MOL's Fundamental Labor Rights Unit identified more than 126,500 children who were working or were at risk of working through its monitoring system; 5,714 of them received services from the Colombian Institute for Family Well-Being (ICBF).(65) The ICBF reported that it received 5,988 child labor complaints directly; as a result of these complaints it provided social services to more than 1,700 children involved in child labor. Furthermore, ICBF provided services through its mobile units to more than 88,900 additional children, including children engaged in child labor.(58) Although the ICBF refers cases of apparent child labor violations to the MOL for further action, it is unclear whether the MOL conducts any follow up, including whether labor inspectors use this information to target their inspections.(58)

To combat child labor in the mining sector, the ICBF requires its regional offices to coordinate with the MOL's regional offices and other government agencies. It also requires its regional offices to collaborate with labor inspectors in the periodic inspections of mines and quarries, provide social services to children found working, and notify the relevant MOL authorities of any apparent child-labor infractions the ICBF identifies.(66) However, it is unclear whether such coordination occurs in practice.

During the reporting period, the MOL trained inspectors in a number of areas, including labor inspection procedures, child labor, and occupational health hazards.(55) It also partnered with the ILO to design a training program to strengthen the labor inspectorate. In 2013, 600 MOL inspectors participated in this training. This training was part of the activities carried out by the "Promoting Compliance with International Labor Standards" project in 2013 — a 4-year, \$7.82 million USDOL-funded ILO project to help Colombia strengthen the institutional capacity of the MOL to enforce labor laws, improve protective measures for trade union leaders, and promote social dialogue.(67, 68) Despite these important efforts, the Government of Colombia also acknowledges that labor inspectors still lack the resources to fully carry out all their duties.(69)

### *Criminal Law Enforcement*

In 2013, the ICBF received reports of 903 cases of child commercial sexual exploitation, including 263 cases of child pornography, through its hotline. In addition, it received more than 1,490 complaints related to sexual abuse, child pornography, and sexual exploitation through its Internet hotline.(55, 58) The ICBF assisted 228 children involved in commercial sexual exploitation, including 70 child victims of child pornography.(55, 58) The National Police (PNC) arrested 57 individuals for commercial sexual exploitation.(56) The Government did not report whether it had followed up on these 57 arrests. Moreover, no information is available about whether the Government carried out investigations, prosecutions, or convictions related to the commercial sexual exploitation of children.

During the reporting period, the Ministry of Interior (MOI) received more than 15,000 calls on its human trafficking hotline; 157 of these calls were forwarded to the PNC, 14 of which were investigated by the PNC and 18 by the PGO.(56) In addition, the PNC arrested 28 suspects for human trafficking in 15 anti-trafficking operations. The Ministry of Foreign Affairs identified 60 victims of international human trafficking, including five children.(70)

The PNC launched three investigations into human trafficking for the purpose of labor exploitation. The PGO opened 143 new human trafficking investigations, including 87 for sexual exploitation and 21 for labor exploitation.(56) Research could not determine whether these investigations were related to the investigations that resulted from the hotline calls. The PGO initiated 44 new human trafficking prosecutions that involved international trafficking, although it is unknown whether these involved labor or sex exploitation.(56) No information is available on whether these prosecutions are linked to the investigations mentioned above. In separate cases, the Government convicted and sentenced 12 individuals on human trafficking charges; their sentences ranged from 8 to 10 years in prison and they received fines of approximately \$120,000.(56) Limited information is available about how many of these trafficking cases involved children. The Government has acknowledged that it lacks adequate resources to effectively conduct investigations and prosecutions of human trafficking cases.(69) Furthermore, the Government has limited resources to provide assistance to victims.(56)

The MOL and UNODC signed an agreement to combat human trafficking for the purpose of labor exploitation. Under this agreement, UNODC will carry out research to determine the prevalence of and risk factors for this crime and develop tools for labor inspectors to identify, address, and refer cases of human trafficking to the appropriate criminal authorities.(71) UNODC also signed an agreement with the MOI to strengthen its efforts to combat trafficking in persons. In November 2013, UNODC rolled out an online training tool for labor inspectors, which will be used in 15 MOL regional offices throughout the country.(72, 73) In addition, the PGO has appointed a special prosecutor to focus on internal human trafficking cases that involve the use of children for illegal activities, including child trafficking, in the Bogotá region.(56)



# Colombia

## SIGNIFICANT ADVANCEMENT

The Ministry of Defense, in partnership with UNICEF, trained members of the Armed Forces on children's rights. As of April 2014, 25 Training Battalions have received training.(74) Between January and November 2013, the Government investigated 144 new cases of child recruitment by illegal, non-state armed groups, convicted six individuals for recruiting these children, and separated 342 children from these groups.(58, 75)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National System of Family Well-Being†	Promote interagency coordination to protect children's rights, including related to child labor. Design, implement, monitor, and evaluate policies that affect children from early childhood to adolescence.(76)
Interagency Committee for the Elimination of the Worst Forms of Child Labor	Coordinate efforts to combat the worst forms of child labor. Chaired by the MOL, includes 13 government agencies and representatives from trade unions, business associations, and civil society organizations.(77)
National Interagency Committee for the Prevention and Eradication of Child Commercial Sexual Exploitation	Direct efforts to combat the commercial sexual exploitation of children. Coordinated by the MOL, includes 11 government agencies and representatives from business associations, trade unions, and civil society organizations.(78, 79)
Interagency Committee to Combat Trafficking in Persons	Lead efforts to combat human trafficking. Chaired by the MOI, includes 14 government agencies.(80)
Interagency Committee for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups	Coordinate efforts to prevent child recruitment by non-state armed groups, including for purposes of sexual exploitation. Led by the Office of the Vice President and composed of more than 21 government agencies.(81, 82)
Office of the Inspector General (OIG)	Monitor the implementation of child labor laws and policies, including the National Strategy to Eradicate the Worst Forms of Child Labor.(40)

† Coordinating mechanism created during the reporting period.

In 2013, the Government of Colombia restructured the National System of Family Well-Being to improve coordination of actions to protect children's rights at the national, departmental, and local levels. The National System comprises more than 36 national government agencies, including the MOL.(76)

Despite these efforts, it is not clear how effectively these interagency mechanisms coordinate activities and exchange information. Local authorities and international organizations have cited lack of coordination as one of the main obstacles to addressing child labor and human trafficking.(18, 56)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Colombia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategy to Eradicate the Worst Forms of Child Labor (2008–2015)	Lays out Colombia's strategy to combat the worst forms of child labor. Government established nine priority sectors: coffee, tobacco, sugarcane, mining, street work, garbage scavenging, illegal sale of gasoline, commercial sexual exploitation, and recruitment of children by non-state armed groups.(77, 83)
National Strategy to Combat Trafficking in Persons (2008–2012)	Guides efforts to combat human trafficking, including the trafficking of children.(55) In 2013, developed a new strategy to combat trafficking and to protect victims' rights through prevention, protection, assistance, and law enforcement efforts. However, it has not yet been approved.(84)
National Policy to Prevent the Recruitment of Children and Adolescents by Illegal Armed Groups	Directs actions to prevent the recruitment and use of children by non-state armed groups. Calls for the Government to develop strategies to protect children from recruitment in areas of conflict, address violence against children (including sexual violence and child labor), and improve interagency coordination.(85)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Development Plan (2010–2014)	Outlines Colombia's strategy to promote economic growth and social inclusion. Includes the goal of reducing the number of working children by 35 percent (from 1,768,153 to 1,149,300).(86)
10-Year National Plan for Children and Adolescents (2009–2019)	Encompasses actions to increase children's access to social services from prenatal stage to 18 years of age. Seeks to reduce the number of children who are engaged in child labor.(87)
National Strategy to End Extreme Poverty	Seeks to lift 1.4 million people out of extreme poverty by 2014 and includes combating child labor as a goal.(88, 89)

†Policy was launched during the reporting period.

In 2013, the Government trained 2,700 public servants to implement the National Strategy to Eradicate the Worst Forms of Child Labor, and the MOL helped establish 100 interagency committees to combat child labor at the departmental and municipal levels, expanding the number of committees from 335 to 435.(55) However, a 2012 report by the Office of the Inspector General on the implementation of the National Strategy to Eradicate the Worst Forms of Child Labor indicates that some of the country's provinces and main cities have neither fully implemented the Strategy nor allocated funding for child labor initiatives.(90) Furthermore, the Government has not carried out programs in some of the priority sectors such as coffee, tobacco, sugarcane, garbage scavenging, and the illegal sale of gasoline. Although the National Action Plan to Prevent and Eradicate the Commercial Sexual Exploitation of Children ended in 2011 and the Government continued to carry out actions to combat this crime, the Government has not yet approved a new National Action Plan.(56, 91)

In November 2013, the Government hosted the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms governmental commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(92)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Colombia funded or participated in programs that include the goal of eliminating and preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
More Families in Action (Más Familias en Acción)‡	Seeks to combat poverty and build human capital through conditional cash transfers. Implements specific strategies to prevent child labor in mining and fight teen pregnancy, supports poor families with disabled members, and improves child nutrition.(93) In 2013, increased the number of beneficiaries from 2.6 million to 3.0 million families and began to implement its strategy to prevent child labor in six mining communities in the Departments of Antioquia and Bolívar.(94, 95)
United Network program (Red Juntos)‡	Promotes coordinated actions to reduce inequality and end extreme poverty, including through access to education, health, and job training. In 2013, benefited more than 1.4 million families and signed an agreement with Telefónica Foundation to prevent child labor in eight cities.(89)
Healthy Generations (Generaciones con Bienestar)‡	Promotes and protects children's rights by offering cultural and recreational activities to children ages 6 to 17 identified as vulnerable to child labor and recruitment by non-state armed groups. In 2013, benefited more than 200,000 children in 32 departments.(95)
Thriving Cities for Children and Adolescents (Ciudades Prósperas)‡	Seeks to prevent child labor, including child commercial sexual exploitation, and the recruitment of children by non-state armed groups. In 2013, 24 cities developed action plans to implement this program.(95, 96)
Youth in Action (Jóvenes en Acción)‡	Provides technical job training opportunities and conditional cash transfers to vulnerable urban youth ages 16 to 24. In 2013, benefited more than 80,000 youth.(95)
We are a Treasure (Somos Tesoro Project)†	\$9 million USDOL-funded, 4-year project to combat child labor and promote safe work in the mining sector, implemented by Pact, Inc., in partnership with the Alliance for Responsible Mining, Mi Sangre Foundation, and Fund for Environmental Action and Childhood. Works with the Government of Colombia to (1) strengthen national policies to combat child labor in the mining sector, (2) improve governmental capacity to identify and address violations of child labor and occupational safety and health laws in the sector, and (3) provide education and livelihood opportunities for households vulnerable to child labor in mining communities in the departments of Antioquia and Boyacá.(97)

# Colombia

## SIGNIFICANT ADVANCEMENT

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
National child labor survey†	Annual national household survey that includes questions on child labor.(2)
Decent Work Program‡	\$984,000 Colombia-funded project to promote decent work, including combating child labor, and social dialogue implemented by the ILO. In 2013, the Department of Caquetá approved its decent work agenda that includes designing, implementing, and funding initiatives to combat child labor.(98, 99)
Education assistance‡	In 2013, the Government increased funds for education by 9.1 percent, from \$12.21 million to \$13.32 million.(100)
School Meals Program (Programa de Alimentación Escolar [PAE])‡	Provides meals to more than 4 million school children to increase school retention. In 2013, signed agreements with local governments to improve program implementation.(101, 102)
Fund to Assist Children and After-School programs (Foníñez)‡	Offers afterschool programs for children, including children engaged in child labor. In 2013, more than 3.6 million children participated in the programs.(103)
I Have Rights (Yo Tengo Derechos)†	Carries out actions to combat child labor in the Department of Atlántico by raising awareness, actively searching for children who work or are at risk of working, and strengthening interagency coordination through a one-stop center to handle child labor cases.(104)

† Program was launched during the reporting period.

‡ Program is funded by the Government of Colombia.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Colombia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Provide up-to-date information about changes in child labor laws to the general public and relevant groups, including enforcement officials, employers, and civil society organizations.	2009 – 2013
	Adopt regulations to protect and provide services to victims of human trafficking under Law 985 of 2005, including children.	2013
Enforcement	<p>Strengthen monitoring and enforcement of child labor–related laws, including by:</p> <ul style="list-style-type: none"> <li>■ Making information publicly available about child labor law enforcement efforts, such as the number of children rescued from child labor; the number and amount of fines imposed by the MOL and collected by SENA for child labor violations; and the number of investigations, prosecutions, and convictions related to commercial sexual exploitation and trafficking of children.</li> <li>■ Using information from the child labor monitoring system to target labor inspections.</li> <li>■ Taking enforcement actions to follow up on child labor cases reported by the ICBF.</li> <li>■ Improving coordination between the ICBF and the MOL to enforce child labor laws in the mining sector.</li> <li>■ Ensuring that labor inspectors have adequate resources to perform inspections.</li> <li>■ Providing adequate resources to criminal law enforcement officials to conduct investigations and secure convictions for cases of commercial sexual exploitation of children and child trafficking.</li> </ul>	2009 – 2013
Coordination	<p>Strengthen mechanisms to enhance interagency coordination and exchange of information, including by:</p> <ul style="list-style-type: none"> <li>■ Developing a monitoring tool to track actions taken by members of coordinating bodies.</li> <li>■ Making information publicly available about activities carried out by coordinating bodies.</li> <li>■ Encouraging the exchange of information among coordinating bodies at the national and local levels.</li> </ul>	2012 – 2013
Government Policies	Encourage municipalities and provinces—including through financial and technical assistance incentives—to implement the National Strategy to Combat the Worst Forms of Child Labor, with a focus on identified priority sectors.	2010 – 2013
	Develop a new policy to combat commercial sexual exploitation of children.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Carry out initiatives to combat child labor, with a focus on identified priority sectors.	2012 – 2013
	Ensure that all children identified by the MOL through inspections and its child labor monitoring system receive appropriate social services.	2012 – 2013
	Expand efforts to improve access to education, particularly in rural areas and in the Caribbean and Pacific regions.	2013
	Ensure that children are protected from the internal armed conflict while in school.	2013
	Collect more disaggregated survey information about activities in which children work—including information about health, occupational safety, and other risks—as well as about geographical areas and sectors where children work, particularly in priority sectors.	2010 – 2013
	Conduct studies on the worst forms of child labor about which information is presently lacking, such as street work, recruitment of children by illegal armed groups, and children's involvement in other illicit activities including human trafficking, illegal mining, and drug trafficking.	2009 – 2013

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*In 2013, Comoros made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government implemented a new Anti-Trafficking in Persons Action Plan, and established the Inter-Agency Monitoring Group to coordinate its efforts to carry out commitments against trafficking in persons. While child labor does not appear to be widespread in Comoros, children continue to engage in the worst forms of child labor in fishing and domestic service. Comoros lacks social programs targeting sectors in which children work. Furthermore, a gap between the minimum age for work and the age for compulsory education leaves children ages 13 to 15 particularly vulnerable to child labor. Finally, access to free public education is limited in rural areas.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Comoros are engaged in the worst forms of child labor in fishing and domestic service. Children are also work in agriculture.(1-4) Table 1 provides key indicators on children's work and education in Comoros.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	35.6 (56,840)
Attending School (%)	5-14 yrs.	44.2
Combining Work and School (%)	7-14 yrs.	23.9
Primary Completion Rate (%)		79.8

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2013.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS Survey, 2000.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (3, 7)
	Fishing,*† activities unknown (1, 3)
Services	Domestic service*† (1, 3, 4, 7)
Categorical Worst Forms of Child Labor‡	Forced labor in domestic service,* street vending,* baking,* and agriculture* (1, 7)
	Drug trafficking* (7)
	Commercial sexual exploitation sometimes as a result of human trafficking* (7)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined hazardous by national law or regulation.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children are sometimes sent to live with wealthy families to obtain educational opportunities; but in some cases, they are forced to work in domestic service instead.(1, 3, 4, 7) In Comoros and in other countries, it is a traditional practice to send children to receive Arabic reading instruction at the homes of private instructors. Since these instructors are not paid for their services at these home-based, informal institutions, children may be forced to work in the instructors' homes.(3, 4, 7, 8) Girls usually clean the homes, while boys work as field hands or in the gardens.(3, 4, 7, 8)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Comoros has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 123 of the Labor Code; Article 129 of Law No. 12 of 2012 (9, 10)
Minimum Age for Hazardous Work	Yes	18	List of Dangerous Occupations (11, 12)
List of Hazardous Occupations Prohibited for Children	Yes		List of Dangerous Occupations (11, 12)
Prohibition of Forced Labor	Yes		Article 2 of Law No. 12 of 2012 (10)
Prohibition of Child Trafficking	Yes		Article 131 of Law No. 12 of 2012; Article 333 of the Penal Code (10, 13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 131 of Law No. 12 of 2012; Penal Code (1, 3, 10)
Prohibition of Using Children in Illicit Activities	Yes		Article 131 of Law No. 12 of 2012 (10)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 41 of Law No. 97-06 (AF) (14)
Compulsory Education Age	Yes	12	Article 2 of the Outline Act on the Education System (15)
Free Public Education	Yes		Constitution (12, 16)

\* No conscription or no standing military.

In 2013, the Council of Ministers accepted and validated a new Penal Code and new Criminal Procedures Code to increase the penalties for child labor and incorporate sanctions against trafficking in persons. The codes have been submitted to the National Assembly, but have not yet been ratified.(3)

Article 123 of the Labor Code and Article 129 of Law No. 12 of 2012 establish the minimum age for work and apprenticeship as 15, but this does not apply to children working in the informal sector, or children performing light work in domestic service or agriculture, as long as the work does not interfere with the children's education, or their physical or moral development.(2, 10, 13, 17) Children in Comoros are required to attend school only until age 12. The compulsory school age leaves children ages 13 to 15 particularly vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work either.(4, 12, 13)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce child labor laws, investigate allegations of child labor, and refer cases for investigation.(3, 18, 19)
Police Morals and Minors Brigade	Investigate allegations of child abuse and refer cases for prosecution.(3)
Ministry of Justice	Prosecute criminal cases.(3)

Criminal law enforcement agencies in Comoros took actions to combat child labor, including its worst forms. However, research found no evidence that agencies responsible to enforce labor laws took such actions.

#### *Labor Law Enforcement*

The number of labor inspectors for 2013 is unavailable. The MOL had one inspector for each island in 2012.(18, 19) In 2013, there were no MOL inspections related to child labor, as there were no allegations reported to the MOL; thus no child labor law violations were found nor were there any citations issued.(3) Labor inspectors did not receive training on child labor issues during the reporting period.(20) Moreover, research did not reveal information on the MOL's funding levels.

#### *Criminal Law Enforcement*

In 2013, an ongoing investigation led to the removal of one child from domestic service. Additionally, two investigators on the Morals and Minors Brigade received training on how to prevent and combat trafficking in persons during the reporting period.(3) No information was found regarding the number of criminal investigators, about whether the criminal investigators were trained on child labor issues other than trafficking in persons, or about the funding levels of the agencies responsible for criminal law enforcement.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee Against Child Labor	Coordinate government efforts on child labor.(3)
Regional Committees Against Child Labor	Serve as surveillance and identification mechanisms on each island for cases of child labor and violence against children, and educate communities on child labor.(8, 19)
Inter-Agency Monitoring Group	Established in 2013, coordinate efforts to meet commitments to fight trafficking in persons. Headed by the Secretary General of the Government and reports to the Cabinet on a weekly basis on progress in implementing the National Action Plan to Combat Child Labor and the new Anti-Trafficking in Persons Action Plan.(3) Members include the Government Human Rights Officer, and representatives of the Ministries of Education, Interior, Justice, Foreign Affairs, and Health, Police, Gendarmes, and child protection NGOs.(16)

In 2013, the Government established the Inter-Agency Monitoring Group to coordinate its efforts to carry out commitments against trafficking in persons.(3)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Comoros has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Child Labor (NAP) (2010–2015)	Aims to harmonize labor laws, mobilize groups to combat the worst forms of child labor, promote universal primary education, address family poverty, and collect systematic information on the worst forms of child labor.(19, 21)
Anti-Trafficking in Persons Action Plan†	Prescribes applying existing laws related to trafficking in persons and considering new laws to specifically prohibit it, creating a mechanism for identifying victims of trafficking and for referring them to the appropriate social services, and raising awareness of the phenomenon.(3, 22)
National Plan on Education For All in 2015	Includes the goal of universal primary education.(13)
Poverty Reduction and Growth Strategy Paper	Includes goals such as reducing poverty and increasing access to social services, such as education and preventative health.(23, 24)

† Policy was launched during the reporting period.

According to a Ministry of Education official, the Government opened more than 200 new schools in 2012. Although the IMF reports that Comoros increased its spending for education by 30 percent, and for school construction by 60 percent in 2013, access to school remains a problem in some rural areas.(25, 26) In areas where public schools are not easily accessible, the costs of private schooling are prohibitive for many families. These costs may prevent children, especially girls, from attending school, because families are less likely to pay for their education.(4, 12, 13, 27)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Comoros funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
NAP‡	Government plan that proposes several programs targeting the worst forms of child labor; Government held a high-level awareness-raising conference on stopping child labor in November of 2013 as part of this plan.(21, 26, 28)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Comoros, aims to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(29)

‡ Program is funded by the Government of Comoros.

Research found no evidence that any other programs proposed in the National Action Plan to Combat Child Labor were implemented during the reporting period.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Comoros (Table 9).



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Extend the minimum age for work to children working in the informal sector.	2010 – 2013
	Establish a minimum age for children performing light work in domestic service and agriculture.	2012 – 2013
Enforcement	Provide inspectors with training on child labor.	2009 – 2013
	Carry out inspections to enforce compliance with the laws addressing child labor.	2009 – 2013
	Ensure that data on child labor law and criminal law enforcement are collected and made publicly available.	2009 – 2013
Government Policies	Make education a viable alternative to work by raising the compulsory education age to 15, the established minimum age for work, and by making public schools more accessible.	2009 – 2013
Social Programs	Conduct research to determine the activities carried out by children, particularly in agriculture.	2013
	Implement social programs to address child labor, including its worst forms.	2009 – 2013

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*In 2013, the Democratic Republic of the Congo made no advancement in efforts to reduce the worst forms of child labor. The Government is receiving a “No Advancement” assessment because some elements of the Congolese National Army continue to abduct and forcibly recruit children for use in armed conflict, labor, and sexual exploitation. The Government released results from the National Survey on the Situation of Children and Adolescents Outside of School, issued two directives that provide protections to children affected by armed conflict, and launched a project to combat child labor in the mining sector. However, children in the Democratic Republic of the Congo also continue to engage in child labor in agriculture and in the worst forms of child labor in the forced mining of gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore).*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Democratic Republic of the Congo are engaged in child labor in agriculture and in the worst forms of child labor in the forced mining of gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore). Children are also abducted and forcibly recruited for use in armed conflict.(1-7) Table 1 provides key indicators on children’s work and education in the Democratic Republic of the Congo.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	16.9 (3,327,806)
Attending School (%)	5-14 yrs.	67.1
Combining Work and School (%)	7-14 yrs.	16.2
Primary Completion Rate (%)		72.8

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(9)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown* (10, 11)
Industry	Mining† of diamonds, copper, heterogenite (cobalt ore), gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore) (10-24)
	Work in quarries,‡ breaking stone into gravel* (1, 11, 25)
	Domestic work (1, 2, 10, 26)
Services	Work in bars* and restaurants* (11)
	Street work, including vending, carrying packages, and unloading buses (10, 27, 28)
	Forced mining of gold, cassiterite, coltan, and wolframite (11-15, 18, 29)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation (11, 27, 30-32)
	Hereditary servitude in forestry and agriculture (1, 32, 33)
	Use of children in illicit activities, such as spying and distributing drugs (10, 34)
	Use of child soldiers, sometimes as a result of forced recruitment and human trafficking (11, 32, 35-40)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Congo, Democratic Republic of the

## NO ADVANCEMENT

In 2013, some members of the Congolese National Army (FARDC) and armed groups, including rebel groups, continued to abduct and recruit children to be used in their units.(11, 34, 40, 41) Children associated with armed groups may be forced to serve as combatants and bodyguards for army commanders, as well as porters, spies, miners, domestic servants, and sex slaves. Children also monitor military check points and are used during looting expeditions.(10, 11, 32, 34, 41-46) The Lord's Resistance Army also abducted children from the Democratic Republic of the Congo for service in Sudan, in South Sudan, and in the Central African Republic.(32, 45) In addition, children were recruited and abducted for service in the Democratic Republic of the Congo from Rwanda by the March 23 Movement (M23) rebel group, and from Uganda by the Allied Democratic Forces/National Army for the Liberation of Uganda.(32, 34, 36, 39, 40, 46) Children also engage in commercial sexual exploitation, many starting at age 12.(47)

Armed conflict hinders children's access to education in the eastern region of the Democratic Republic of the Congo. Children are forcibly recruited from schools to serve as child soldiers, and some are victims of sexual violence on their way to and from school.(28, 34, 48) Many schools have closed or have been destroyed because of armed conflict.(11, 40, 48) Some schools are also physically occupied by armed forces and used as barracks and operations bases, which places children in the vicinity at risk of engaging in the worst forms of child labor.(39, 40, 48) In addition, the lack of schools and the long travel distances to get to schools prevents children from receiving an education.(49)




Access to education is further constrained by the lack of birth registration. According to the Government's Multiple Indicator Cluster Survey in 2010, only 29 percent of children in rural areas and 24 percent in urban areas are registered at birth.(50) Unable to prove citizenship, nonregistered children may have difficulty accessing services such as education and are more vulnerable to being recruited into armed conflict and other forms of child labor.(32) Approximately 2.9 million people were internally displaced in the Democratic Republic of the Congo in 2013.(51) Internally displaced children may have difficulty accessing education, which puts them at increased risk of engaging in child labor.

In 2013, results were reported from the National Survey on the Situation of Children and Adolescents Outside of School in the Democratic Republic of the Congo.(52) The results showed that children residing in rural areas and in the Katanga province are more likely to work.(52) There has never been a comprehensive, stand-alone child labor survey conducted in the Democratic Republic of the Congo. In addition, the Government's efforts to collect data on children involved in armed conflict remains incomplete.(43)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Democratic Republic of the Congo has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 6 of the Labor Code; Article 50 of the Child Protection Code (Law 09/001) (53, 54)
Minimum Age for Hazardous Work	Yes	18	Article 10 of Ministerial Order No. 12 (55)
List of Hazardous Occupations Prohibited for Children	Yes		Ministerial Order No. 68/13; Articles 10-16 of Ministerial Order No. 12 (55, 56)
Prohibition of Forced Labor	Yes		Article 2 of the Labor Code; Article 53 of the Child Protection Code (Law 09/001); Articles 16 and 61 of the Constitution; Article 8 of Ministerial Order No. 12 (53-55, 57)
Prohibition of Child Trafficking	Yes		Article 3 of the Labor Code; Articles 53 and 162 of the Child Protection Code (Law 09/001); Article 174 of the Penal Code (Law 06/018); Article 8 of Ministerial Order No. 12 (53-55, 58)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3 of the Labor Code; Articles 53 and 61 of the Child Protection Code (Law 09/001); Article 174 of the Penal Code (Law 06/018); Article 8 of the Ministerial Order No. 12 (53-55, 58)
Prohibition of Using Children in Illicit Activities	Yes		Article 3 of the Labor Code; Article 8 of Ministerial Order No. 12; Article 53 of the Child Protection Code (Law 09/001) (53-55)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Articles 7 and 10 of Act No. 04/23; Article 71 of the Child Protection Code (Law 09/001) (53, 59, 60)
Compulsory Education Age	Yes	15	Act No. 86/005 (61, 62)
Free Public Education	Yes		Article 43 of the Constitution (57)

\* No conscription or no standing military.

The laws of the Democratic Republic of the Congo are not completely consistent with international standards regarding child labor. Penalties in the Labor Code outlined for the use of forced or compulsory labor are low and do not deter violations. Article 326 of the Labor Code provides for a maximum penalty for the use of forced or compulsory labor of up to 6 months' imprisonment and/or a fine.(44)

Children are required to attend school only until age 15. This standard makes children age 15 particularly vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work either.(53, 62) Although the Constitution establishes the right to free education, school fees are still required in Kinshasa and Lubumbashi. It is also unclear whether President Kabila's 2009 declaration—that primary school fees would no longer be required outside of Kinshasa and Lubumbashi—is being implemented and why school fees would be required in those provinces.(29, 49, 57) Children engage in various kinds of work to pay school fees and compensate underpaid teachers, including in work in artisanal mining and on their teachers' farms.(20, 29) The cost of uniforms may also deter children's enrollment.(63) In addition, because the compulsory education law is not systematically enforced, children may enter the work force and may engage in worst forms of child labor activities.(61) Enacted laws in the Democratic Republic of the Congo are usually not followed by the issuance of implementing decrees, and the Government does not promote awareness of its laws. As a result, many enacted laws are not implemented effectively.(28)

In 2013, the Government issued two directives that protect children affected by armed conflict. The first directive, NVPM/MDNAC/CAB/0909/2013, prohibits the recruitment of children for armed conflict and the use of schools for military purposes.(40, 41) The second directive, N05/00/CAG/ANR/195/2013, requires that all children in detention for their association with armed groups be transferred to UN child protection agencies for reintegration.(40, 41)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

# Congo, Democratic Republic of the

## NO ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Investigate cases related to the worst forms of child labor.(10, 41)
Ministry of Social Affairs, Humanitarian Action, and National Solidarity (MINAS)	Investigate child trafficking cases and receive referrals of child workers found during inspections and reunite these children with their families.(5, 10)
MINAS' Department of Child Protection	Operate a database to monitor and coordinate children's rights activities and implement programs targeting orphans and vulnerable children.(30, 64)
Ministry of Gender, Family, and Children (MoGFC)	Investigate cases related to the commercial sexual exploitation of children.(29, 41)
Ministry of Justice (MOJ)	Enforce criminal laws related to forced labor, trafficking, commercial sexual exploitation, and the use of children in illicit activities.(10, 41)
National Police	Enforce laws related to the worst forms of child labor.(5)

Criminal law enforcement agencies in the Democratic Republic of the Congo took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

### *Labor Law Enforcement*

In 2013, the Government employed 200 labor inspectors; 75 percent of these were women posted in Kinshasa.(10) There are also 20 labor controllers in the Katanga mining region.(5) According to the Government, the number of labor inspectors is not sufficient given the size of the country.(5) Labor inspectors often do not have adequate staff, facilities, and means of transportation to conduct inspections.(5, 41, 65) Labor inspectors did not receive training on the worst forms of child labor during 2013.(10) The Ministry of Labor (MOL) also does not have a system to track child labor complaints. Each inspector is required to prepare one annual inspection report, but this report does not necessarily include information on child labor.(29) Information on the number of complaints, inspections, citations, and prosecutions is not publicly available.(10) The Government does not facilitate cooperation between the inspection services and the justice system, resulting in a lack of information on whether penalties were applied to labor violations.(66) In 2012, the last date for which information is available, the Ministry of Social Affairs, Humanitarian Action, and National Solidarity (MINAS) Department of Child Protection (DISPE) employed 57 people at the national level and 8 at the provincial level.(64)

### *Criminal Law Enforcement*

Research found no information on whether MINAS investigated cases of child trafficking, or whether there were any trafficking prosecutions or convictions during the year.(10, 64) Research was also unable to uncover whether MINAS employees had received training. A source indicates that the MINAS staff have limited professional experience and high turnover.(30)

The Ministry of Justice (MOJ) and the Ministry of Gender, Family, and Children (MoGFC) have not investigated cases involving the worst forms of child labor.(10) Investigators in the MoGFC and the MOJ were not trained on the worst forms of child labor during the reporting period.(10) In 2012, the last date for which information is available, the MOJ was allocated a budget of less than 2 percent of the national budget, an increase of 1 percent from 2011.(64, 67) The Government lacks procedures for identifying victims of the worst forms of child labor and referring them to social services.(32)

In 2013, the UN Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), with support from the IOM and police, held two workshops in Kisangani to raise awareness among 300 female police officers on how to combat commercial sexual exploitation.(45) MONUSCO also established four police commissariats of special police to protect women and children in Kisangani. The commissariats were provided with vehicles, motorbikes, and computer equipment.(45) In addition, MONUSCO trained approximately 49 police officers and 1,182 FARDC personnel in child protection and children's rights during the year.(45)

During the reporting period, Bosco Ntaganda, the former leader of the M23 rebel group, was transferred to the International Criminal Court for crimes against humanity, including the recruitment of child soldiers.(11, 41) As a



result of the military defeat of the M23 rebel group and actions against the Mayi Mayi Cheka armed group in North Kivu, 268 children were released to the FARDC; they were later transferred to the UN's Country Task Force on Monitoring and Reporting.(68) However, the FARDC's lack of control over some of its commanders has led to the continued recruitment of child soldiers in 2013.(41) In addition, some children association with armed groups were detained, interrogated, and beaten, despite the passing of Directive N05/00/CAG/ANR/195/2013, which requires that all children in detention for their association with armed groups be transferred to the UN.(40, 41)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee to Combat the Worst Forms of Child Labor (NCCL)	Coordinate activities that include compiling data on the nature and extent of child labor, preventing and withdrawing children from engaging in the worst forms of child labor, conducting public awareness campaigns, and building the capacity of government officials and civil society to combat exploitative child labor.(29, 64) Led by the MOL and composed of members from MINAS, MOJ, local NGOs, and civil society.(10)
Executive Committee of the National Program to Demobilize, Disarm, and Reintegrate (DDR)	Coordinate the identification, verification, and release of child soldiers, with assistance from MONUSCO, UNICEF, and partner NGOs.(69)
Provincial Worst Forms of Child Labor Committees in Kasai Oriental province, Kolwezi, and Mongbwalu	Coordinate activities to combat child labor at the provincial level.(13, 64, 70)

During the reporting period, the National Committee to Combat the Worst Forms of Child Labor (NCCL) did not receive funding from the Government.(10) In 2010, the MOL issued a decree nominating members for the NCCL's permanent secretariat. However, research found no evidence demonstrating that this decree had been implemented or whether the NCCL met in 2013.(29, 64, 71) In October 2013, the Government published a decree authorizing the creation of committees to combat child labor at the provincial level.(10) However, the Government has not funded the three existing provincial committees.(13, 64)

In 2011, the Government, representatives of artisanal miners, mineral buyers and traders, and civil society groups signed a code of conduct to increase transparency and prohibit the employment of children in mines. Research did not uncover whether the code of conduct was implemented in 2013.(64, 72)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Democratic Republic of the Congo has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor (2011)	Aims to eliminate the worst forms of child labor in the Democratic Republic of the Congo by 2020. Promotes the enforcement of legislation on the worst forms of child labor, awareness raising, education, prevention and reintegration services, and monitoring and evaluation efforts.(29, 35)
UN-Backed Action Plan to End the Recruitment and Use of Child Soldiers (2012–2020)	Seeks to end the recruitment and use of child soldiers within the Government's armed forces and security services. Implemented by the Ministry of Defense, the four components of this action plan include identifying children serving in the armed forces, providing reintegration services to those children, establishing accountability measures against the perpetrators, and creating a partnership framework for the UN and the Government.(10, 39, 41, 73, 74)
National Action Plan for Orphans and Vulnerable Children (2010–2014)*	Aims to provide orphans and vulnerable children with improved access to education and psychosocial, medical, and nutritional support.(30, 75, 76)
Growth and Poverty Reduction Strategy Paper (2011–2015)*	Seeks to improve living conditions and access to social services for vulnerable groups, including children, by 2015.(49)

\*The impact of this policy on child labor does not appear to have been studied.

# Congo, Democratic Republic of the

## NO ADVANCEMENT

The National Action Plan to Combat the Worst Forms of Child Labor has not been financed by the Government. As a result, implementation is dependent on external support, which has not been received.(10, 64) In addition, although three provincial committees have action plans to combat the worst forms of child labor, no information could be obtained to assess the implementation of those plans.(29, 64)

Although the Government continued to make efforts to release child soldiers from its armed units, certain elements of the FARDC continued to recruit children into the armed forces, which diminished the impact of government policies to combat the worst forms of child labor.(10, 40, 41) The UN documented 1,023 cases of children who were both recruited and separated from armed groups in 2013; 113 of these children were from the FARDC.(41)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of the Democratic Republic of the Congo funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description and Objectives
Program to Demobilize, Disarm, and Reintegrate	2-year Government program receiving support from USAID, the World Bank, Sweden, and Japan; aims to reintegrate children associated with armed groups in North and South Kivu.(29) By mid-September, 2,234 children had received support.(5, 45) Approximately 30 children formerly associated with armed groups were also released from government detention centers during the reporting period.(45) In December 2013, the Government adopted the third national DDR program referred to as the PNDDR III.(68)
Program to Assist Children Formerly Associated with Armed Groups	UNICEF-implemented program that assisted vulnerable children and children formerly associated with armed groups with economic strengthening interventions through November 2013.(77)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in the Democratic Republic of the Congo.(78)
Growth with Governance in the Mineral Sector Project†‡	Government implemented project that aims to eliminate child labor and the presence of children from mines in Kolwezi by raising awareness of child labor among parents and by providing children with extracurricular activities, income-generating activities, school catch-up classes, and school clubs.(79)
Rights Initiative to Enhance Worker Rights in the Kivus	\$692,988 USDOS-funded program collected information on forced labor, supported the identification and remediation of labor law violations in the mining sector, and provided livelihood opportunities to exploited workers, including child laborers. Implemented from October 2011 to September 2013.(80)
Street Children Project	\$10 million World Bank- funded, 5-year project to prevent children from engaging in street work and provide support services for street children.(30)
School Rehabilitation Project*†‡	Government project that provided \$100 million to rehabilitate 1,000 schools across the country.(81)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of the Democratic Republic of the Congo.

The Democratic Republic of the Congo's programs to assist child soldiers are not sufficient to fully address the extent of the problem. The Program to Demobilize, Disarm, and Reintegrate (DDR) does not provide sufficient resources to support reintegration services.(65, 82) More than half of the child soldiers returning from armed conflict do not have access to reintegration services, and the programs available do not respond to the medical, psychological, and economic needs of former child soldiers.(43) Limited evidence also suggests that girls do not enter the DDR because they fear being stigmatized and they lack awareness about their rights and options.(34, 46) The UN and other organizations have called on the Government to make the DDR more accessible and effective for girls.(43, 83)

Despite the Katanga Provincial Ministry of Interior's effort to manage a center for street children in Lubumbashi, children continued to live and work on the streets. There is a need for the Government to strengthen its efforts to provide street children with food, shelter, and health care.(27, 28, 64, 82)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Democratic Republic of the Congo (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Raise penalties for the use of forced or compulsory labor to deter violations.	2013
	Raise the compulsory education age to 16 to be equivalent to the minimum age for work.	2013
	Issue decrees to ensure that enacted laws are implemented.	2013
Enforcement	Implement provisions that establish free and compulsory education.	2009 – 2013
	Cease the forcible recruitment, abduction, and use of children by elements of the FARDC.	2009 – 2013
	Implement the code of conduct that prohibits the employment of children in mines.	2012 – 2013
	Systematically collect, monitor, and make available information on complaints, inspections, citations, prosecutions, and application of penalties.	2009 – 2013
	Ensure that personnel within the MOJ, MoGFC, MOL, and MINAS receive sufficient funding to carry out their mandates and are trained on the worst forms of child labor.	2011 – 2013
	Establish procedures for identifying victims of the worst forms of child labor and for referring them to social services.	2013
	Implement directive N05/00/CAG/ANR/195/2013, which requires that children in detention for their association with armed groups be handed over to UN child protection actors for reintegration.	2013
Coordination	Implement the 2010 decree to nominate members of the NCCL's permanent secretariat and ensure the NCCL meets on a regular basis.	2013
	Establish committees to combat the worst forms of child labor in all provinces and ensure that they and the NCCL are funded.	2012 – 2013
Government Policies	Ensure the continued implementation of the action plan to end the recruitment and use of child soldiers by releasing all children associated with the FARDC and ensuring their release by other armed groups.	2009 – 2013
	Provide funds for the implementation of local and national plans to combat the worst forms of child labor.	2011 – 2013
	Assess the potential impact of existing policies on addressing the worst forms of child labor.	2009 – 2013
Social Programs	Conduct a standalone child labor survey.	2013
	Provide resources to support efforts to collect data on children involved in armed conflict.	2012 – 2013
	Integrate gender concerns into programs to demobilize and reintegrate children associated with armed groups.	2009 – 2013
	Raise awareness of relevant child labor laws to increase the likelihood of compliance.	2012 – 2013
	Provide sufficient resources to existing programs and expand efforts to address the needs of former child soldiers and children working on the streets.	2009 – 2013
	Improve access to education by registering all children at birth, developing programs that assist internally displaced children, building additional schools, and ensuring that schools are safe.	2012 – 2013
	Assess the potential impact of existing social on addressing the worst forms of child labor.	2013

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# Congo, Democratic Republic of the

## NO ADVANCEMENT

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# Congo, Republic of the

## MINIMAL ADVANCEMENT

*In 2013, the Republic of the Congo made a minimal advancement in efforts to eliminate the worst forms of child labor. The Republic of the Congo began implementing a social safety net program, used as a means to provide education to the poor, and continued to fund a school feeding program. The Government also conducted a qualitative survey on the trafficking of children and adults. However, children in the Republic of the Congo continue to engage in child labor in agriculture and domestic work. Gaps also remain in the coordination and enforcement of child labor laws. In addition, there is an overall lack of programming on child labor, particularly for children working in agriculture and domestic service.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Republic of the Congo engage in child labor, including in agriculture and domestic work.<sup>(1)</sup> Table 1 provides key indicators on children's work and education in the Republic of the Congo.



**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	27.0 (256,993)
Attending School (%)	5-14 yrs.	87.8
Combining Work and School (%)	7-14 yrs.	27.1
Primary Completion Rate (%)		73.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(2)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2005.<sup>(3)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cocoa* (4)
	Farming, activities unknown (5, 6)
	Catching and processing fish* (4-6)
	Raising livestock* (5)
Industry	Production of charcoal by burning trees* (5)
	Breaking stones* (5)
Services	Domestic work (4-8)
	Baking* (5)
	Market vending (4, 5, 7, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (4, 5, 7)
	Domestic work, farming, fishing,* and market vending, as a result of human trafficking (4, 5, 7)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Many children are trafficked to the Republic of the Congo, mainly from West African countries such as Benin and the Democratic Republic of the Congo for the purpose of forced labor.(4, 7, 9) Children are also trafficked internally from rural areas to the cities of Brazzaville and Pointe-Noire to work as domestic servants, with the expectation that they will receive an education and care.(4, 5)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Republic of the Congo has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 116 of the Labor Code (10)
Minimum Age for Hazardous Work	Yes	18	Order 2224 of 1953 (11, 12)
List of Hazardous Occupations Prohibited for Children	Yes		Order 2224 of 1953 (11, 12)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Law No. 4-2010 on the Protection of the Child (10, 11)
Prohibition of Child Trafficking	Yes		Article 60 of Law No. 4-2010 on the Protection of the Child (11)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 65 of Law No. 4-2010 on the Protection of the Child; Articles 225-7 of the Penal Code (11, 13)
Prohibition of Using Children in Illicit Activities	Yes		Article 68 of Law No. 4-2010 on the Protection of the Child (11)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Legislation title unknown (14)
Compulsory Education Age	Yes	16	Article 23 of the Constitution of 2002 (15)
Free Public Education	Yes		Article 23 of the Constitution of 2002 (15)

\* No conscription or no standing military.

The Labor Code allows the Ministry of Education to issue waivers allowing the employment of a child under age 16 after consulting with a labor inspector and examining the type of work.(10) A list of hazardous work for children dates back to Order 2224 of 1953.(12) However, ILO C. 182 calls for periodic review and revision of the list of hazardous work for signatory countries. The Government has yet to submit a revised list identifying hazardous forms of work prohibited to minors under ILO C. 182 and 138 to the ILO Committee of Experts.(12, 16)

The Law on the Protection of the Child specifies penalties against the abduction of persons younger than 18 independently of trafficking, but there are no penalties specifically prescribed against trafficking persons for commercial sexual exploitation or child domestic workers. The Government drafted a comprehensive anti-trafficking law during the reporting period. The Law is being considered by the Parliamentary Committee.(5)

# Congo, Republic of the

## MINIMAL ADVANCEMENT

Although the Constitution stipulates that free and compulsory education be provided until age 16, parents may be required to pay for books, uniforms, and school fees, which may limit children's access to education.(6, 15)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws and monitor officially registered businesses.(5)
National Police	Enforce criminal laws against child labor, forced labor, human trafficking, and the use of children in illicit activities.(5)
Ministry of Social Affairs (MSA)	Identify child trafficking victims, enforces laws against the trafficking of children, and provides social welfare assistance to trafficking victims.(5)
Ministry of Justice	Enforce criminal laws against child labor, forced labor, human trafficking, and the use of children in illicit activities.(5)

Criminal law enforcement agencies in the Republic of the Congo took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

#### *Labor Law Enforcement*

In 2013, the MOL employed 17 full-time and 11 part-time inspectors with duties to inspect for all types of labor law violations. According to the MOL, additional inspectors and training are needed.(5) While child labor complaints can be made to MOL officials, inspection efforts are generally limited to urban areas and formal establishments; however, most children work in rural areas and in small, informal establishments. The Government did not provide any information about the number of inspections carried out, the number of violations of child labor laws, or the number of penalties or citations issued for child labor law violations during the reporting period.(5)

#### *Criminal Law Enforcement*

During the reporting period, the MSA shifted its focus from mediating and applying civil penalties against suspected traffickers to instituting criminal charges.(5) In addition, the Government identified 25 child victims of trafficking. As of the writing of this report, 10 criminal child trafficking cases were pending.(17) The Government also provided anti-trafficking training to approximately 1,000 police officers. The training included definitions, investigation techniques, and victim identification for trafficking cases.(17) During the reporting period, the UNODC trained police and magistrates on how to prosecute trafficking and forced child labor, and law enforcement officials referred child trafficking victims to the MSA for assistance.(5) The MSA budgeted \$255,000 for 2011–2013 to finance inspections, vehicles, and supplies as part of the action plan to combat child trafficking. A limited number of sources indicate that the budget for the MSA is inadequate to address the scope of child labor, including the trafficking of children.(5)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MSA's Task Force	Coordinate efforts to combat child trafficking and is composed of the representatives of the MSA, other government agencies, the national police, border patrol agents, and NGOs.(5, 18)
Anti-Trafficking Coordinating Committee for Pointe-Noire (ATCC)	Coordinate anti-trafficking efforts in Pointe-Noire. In 2013, the MSA provided \$80,000 in funding to the ATCC.(17)

Although the Government has established the MSA's Task Force, research found no evidence of a coordinating mechanism to combat all forms of child labor. Moreover, UNICEF and UNODC have noted that the Government needs better inter-ministerial coordination if it is to reduce child labor, including trafficking.(5)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Republic of the Congo has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Poverty Reduction Strategy Paper (PRSP)*	Develops core strategies to set national priorities for poverty reduction and attainment of the Millennium Development Goals. As part of the strategy, calls for increased preschool, primary, secondary, and literacy education; improved access to quality education; and training girls in sectors in which they have low representation.(5, 19)
United Nations Development Assistance Framework 2009–2013*	Includes provisions for vulnerable populations such as children with HIV/AIDS, child ex-combatants, and children from ethnic populations into the Country Plan of Action.(20)
Action Plan on Child Trafficking	Includes public awareness campaigns; training law enforcement officials; and identifying trafficked children, repatriating them to their countries of origin, and/or placing them with foster families.(5)

\*The impact of this policy on child labor does not appear to have been studied.

Although the Government has adopted the Action Plan on Child Trafficking, research found no evidence of a policy on other worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of the Republic of the Congo funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Safety Net Program (LISUNGI)†‡	Government program that, in partnership with the World Bank, provides a national safety net program to improve access to health and education services for the poorest in the Republic of the Congo. Program includes a pilot cash transfer program to cover 5,000 households. Launched in January 2014, Government will contribute \$15 million to the project.(21)
Government School Feeding Program*‡	Government is transitioning from the U.S. Government's McGovern-Dole International Food for Education and Child Nutrition Program to a government-supported school feeding program and is providing \$9 million to the school feeding program between 2012–2014.(5)
WFP School Feeding Program*	WFP-funded program that provides meals to primary school students in the regions of Cuvette, Lekoumou, Plateaux, and Pool. Project operated between 2011 and 2013 and targeted 65,000 children.(22)
Foster Families Program‡	Government program that provides small stipends to foster families of child trafficking victims. Government's budget for its 2013 activities to counter child trafficking was in line with the 2012 budget of \$100,000.(5)
Awareness-Raising Activities	MSA program that conducts anti-trafficking awareness-raising activities through television, banners, and public events. In 2013, the MSA estimates that anti-trafficking awareness-raising efforts, through television and banners, reached more than 1 million people.(17)
Trafficking in Persons Study	MSA and Ministry of the Interior program that, with assistance from IOM, conducted a qualitative study on the trafficking of children and adults in 9 of the 12 regions of the Republic of the Congo in 2012–2013.(5)
Non-Contributory Social Protection Program‡	MSA social transfer program that, supported by the WFP and Japan, provides financial, material and medical aid to the poor.(23)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of the Republic of the Congo.

While the Government is implementing an anti-trafficking project, there is an overall lack of programming on child labor, particularly on children working in agriculture and domestic service. Moreover, UNICEF, UNODC, and a local NGO—ALTO—have noted that funding levels are not sufficient to address the scope of child labor or trafficking in the Republic of the Congo.(5)

# Congo, Republic of the

## MINIMAL ADVANCEMENT

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Republic of the Congo (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Update and publish the list of hazardous work prohibited to children as requested by the ILO.	2009 – 2013
	Adopt the comprehensive anti-trafficking law.	2013
Enforcement	Ensure labor inspectors adequately monitor rural areas and small businesses for child labor.	2010 – 2013
	In addition to child trafficking data, collect, analyze, and report data on the enforcement of labor laws against other worst forms of child labor.	2010 – 2013
	Ensure the MSA has adequate financial resources to address child labor and child trafficking.	2013
Coordination	Establish a coordinating mechanism to combat all forms of child labor.	2009 – 2013
Government Policies	Assess the impact of the PRSP and UNDAF 2009–2013 Country Plan of Action on reducing the worst forms of child labor and trafficking.	2009 – 2013
	Adopt a policy that addresses all relevant worst forms of child labor.	2013
	Conduct research to determine the activities carried out by children working in farming to inform policies and programs.	2013
Social Programs	Ensure that education is free, by eliminating school-related expenses.	2013
	Assess the impact of school feeding programs on addressing the worst forms of child labor.	2013
	Expand social protection programs to prevent and eliminate exploitive child labor, especially for children working in agriculture and domestic service.	2009 – 2013
	Increase budgetary resources to address the scope of child labor and trafficking elimination programs.	2012 – 2013

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# Costa Rica

## SIGNIFICANT ADVANCEMENT

*In 2013, Costa Rica made a significant advancement in efforts to eliminate the worst forms of child labor. During the reporting period, Costa Rica passed a new anti-trafficking law and strengthened its laws against the commercial sexual exploitation of children. The Government also ratified the ILO Convention on Domestic Workers. The labor inspectorate identified 47 child labor cases, and the judicial system prosecuted 20 child labor cases and convicted several offenders. In addition, the Government's child labor coordinating body provided services to more than 600 former child laborers, and various agencies continued to invest in social protection programs designed to reduce child labor. Despite these efforts, children in Costa Rica continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Social programs do not reach all child laborers, and the numbers of labor inspectors and criminal prosecutors remain inadequate.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Costa Rica are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-5) Table 1 provides key indicators on children's work and education in Costa Rica.

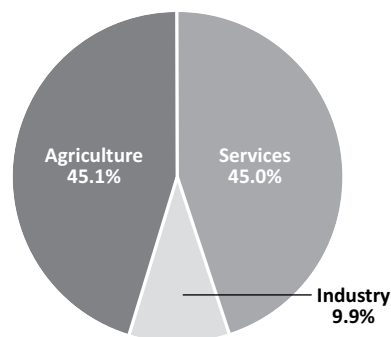
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	2.2 (16,160)
Attending School (%)	5-14 yrs.	95.4
Combining Work and School (%)	7-14 yrs.	2.0
Primary Completion Rate (%)		95.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Hogares Survey, 2011.(7)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting bananas,*† coffee,*† melons,*† oranges,*† sugarcane,*† and tomatoes*† (1, 8, 9)
	Fishing,*† activities unknown (1, 2, 8, 10)
Industry	Construction, activities unknown (1, 8)
	Manufacturing, activities unknown (1)
Services	Commerce, activities unknown (1)
	Street vending,† car washing† (11-13)
	Domestic service (1, 2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 5, 8, 10, 13)
	Used in the production of pornography* (5, 14)
	Work in agriculture, construction, fishing, and commerce as a result of human trafficking (3, 10, 13, 15, 16)
	Used in drug trafficking (2, 3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




While evidence is limited, there are reports of indigenous migrant children, primarily from Panama, working in coffee, banana, and sugarcane plantations on the border of Panama and Costa Rica.(8, 9, 17) Commercial sexual exploitation of children is known to be a problem in the provinces of Guanacaste, Limón, Puntarenas, San José, as well as in border towns and port areas.(3, 5)

In 2012, the National Statistics Office (INEC) released the results of its national survey, which measured the prevalence of child labor.(1) Results from the study indicate that 8.2 percent of children between the ages of 5 to 9 are engaged in some form of economic activity. Approximately 25.9 percent of children ages 10 to 14, and 65.9 percent of children ages 15 to 17, reported working. The survey also indicates that child labor predominately occurs in rural areas, and that more females work in urban areas than males.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Costa Rica has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In January 2014, Costa Rica ratified ILO Convention 189, Concerning Decent Work for Domestic Workers.(18) Costa Rica also became the tenth country to ratify the Optional Protocol to the Convention on the Rights of the Child on a Communications Procedure.(19) This Protocol establishes an international system that allows children's complaints to be examined by the Committee on the Rights of the Child after exhausting national mechanisms.(20)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Childhood and Adolescence Code; Law 8842, Reform to the Childhood and Adolescence Code (21, 22)
Minimum Age for Hazardous Work	Yes	18	Labor Code (23)
List of Hazardous Occupations Prohibited for Children	Yes		Childhood and Adolescence Code; Labor Code; Law 8922, Prohibition of Dangerous and Unhealthy Work for Adolescent Workers; Regulation No. 36640 (21, 23-25)
Prohibition of Forced Labor	Yes		Constitution; Penal Code (26, 27)
Prohibition of Child Trafficking	Yes		Penal Code; Trafficking in Persons Law; Regulation No. 36659 (27-29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law Prohibiting the Commercial Sexual Exploitation of Children; Penal Code; Law 9177, Reform to the Penal Code (27, 30, 31)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Narcotics Law (27, 32)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		

# Costa Rica

## SIGNIFICANT ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	17	Childhood and Adolescence Code; Education Law; Constitution (21, 26, 33)
Free Public Education	Yes		Childhood and Adolescence Code; Education Law; Constitution (21, 26, 33)

\* No conscription or no standing military.

In February 2013, the Government enacted a Trafficking in Persons law, which prohibits and penalizes trafficking and creates a National Coalition against the Smuggling of Migrants and Trafficking in Persons (CONATT).(28) In November 2013, the Government updated the Penal Code and the Immigration Law to increase protections on the use of minors for the production of pornography. In addition to prohibiting the possession of child pornography, the new legislation increases penalties and expands the definition of pornography.(13)

While Sections 78 and 92 of the Childhood and Adolescence Code set the minimum age for employment at 15, Section 89 of the Labor Code establishes the minimum age at 12.(2, 21, 23) The Government of Costa Rica has indicated that the Childhood and Adolescence Code takes precedence over the Labor Code as it relates to children's issues and that 15 is the minimum age enforced by labor authorities.(34) The ILO Committee of Experts has observed that it is desirable for the Government to increase the minimum age provisions in the Labor Code from 12 to 15 to ensure consistency with the provisions in the Childhood and Adolescence Code.(35)

As Costa Rica does not have armed forces, there is no military conscription.(13, 36)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MTSS)	Investigate reports of child labor, including hazardous and forced child labor, and enforce child labor laws.(2, 13) Protect adolescents' labor rights.(21)
Prosecutor's Office	Enforce criminal laws protecting children, including laws prohibiting forced child labor, trafficking, commercial sexual exploitation, and the use of children in illicit activities.(2, 37) Employs the following investigative and prosecutorial units: the Specialized Prosecutorial Unit against Trafficking in Persons (FACTRA); the Organized Crime Unit (FADCO); the Specialized Prosecutorial Unit for Gender Issues; and the Juvenile Justice Unit.(2, 13, 38)
Judicial Investigative Police (OIJ)	Conduct investigations of child labor violations, child trafficking, child commercial sexual exploitation, and the use of children in illicit activities.(2, 37)

Law enforcement agencies in Costa Rica took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor and Social Security's (MTSS) Inspection Office (DNI) operated on a budget of \$8 million, and employed 103 inspectors who conducted 5,000 regular labor inspections. All inspections included child labor protocols.(13) The DNI detected 133 labor infractions, of which 47 were child labor infractions, with 5 cases involving working children below the age of 15. In total, 108 children were assisted as a result of inspections, and 20 cases were ultimately referred to the Judiciary for prosecution.(13) The DNI and the MTSS's Office for the Eradication of Child Labor and Protection of the Adolescent Worker (OATIA) reported that these inspections were not adequate, and that they reached only 15 percent of businesses and institutions. They also reported that their personnel dedicated to the enforcement of child labor laws were fewer than in the previous year.(13, 34)

OATIA reported that during the year, a total of 90 inspectors received training in workshops dedicated to hazardous labor, adolescent domestic service, and trafficking in persons. DNI reported that ten inspectors from the central region also received training on hazardous labor among adolescent workers.(13)

### ***Criminal Law Enforcement***

In 2013, the Prosecutor's Office was active. Its Organized Crime Unit (FADCO) employed 16 investigators; its Specialized Prosecutorial Unit against Trafficking in Persons (FACTRA) employed eight prosecutors; and its Specialized Prosecutorial Unit for Gender Issues employed two investigators.(13) The Judicial Investigative Police (OIJ) was also active; its trafficking and smuggling unit employed nine investigators. These agencies reported that their numbers of investigators, budgets, and resources were insufficient.(13) However, officials in these units, as well as in the OIJ, did receive training on investigation and prosecution techniques.(13)

During the reporting period, FACTRA reported two convictions, one for a trafficking case for child commercial sexual exploitation, and the other for a trafficking case involving child labor exploitation. The Specialized Prosecutorial Unit for Gender Issues also reported seven convictions involving child commercial sexual exploitation.(13) Each unit reported new violations of criminal laws involving the worst forms of child labor during the reporting period.(13)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Office for the Eradication of Child Labor and Protection of the Adolescent Worker (OATIA)	Coordinate Government policies and programs to combat child labor from within the MTSS.(2, 34, 39) Monitor implementation of the National Action Plan for the Prevention and Eradication of Child Labor and Special Protection of Adolescent Workers. Employ child labor specialists, provide technical assistance to government ministries, and design social programs to combat child labor.(2, 38-40) Oversee the Inter-Institutional Coordinating Protocol for the Protection of Working Minors to ensure children's and adolescents' rights and welfare are protected.(34, 41)
National Committee for the Elimination of Child Labor and the Protection of Adolescent Work	Develop and promote policy initiatives trained on eliminating child labor and regulating adolescent work. Overseen by the OATIA; includes a technical secretariat that is composed of representatives from various economic sectors.(34)
National Coalition against the Smuggling of Migrants and Trafficking in Persons (CONATT)	Promote the formulation, implementation, and assessment of national policies that address trafficking, including labor trafficking.(13, 28, 42) Review the country's adherence to international standards and evaluate and award funds for programming through the National Trafficking in Persons and Smuggling of Migrants Trust Fund (FONATT).(13) Help coordinate prosecutions of trafficking and assistance to trafficking victims.(13)
National Commission to Combat the Commercial Sexual Exploitation of Children and Adolescents (CONACOES)	Address child trafficking and the commercial sexual exploitation of minors.(2, 13, 37). Report to the National Council of Childhood and Adolescence. Has legal standing under the National Child Welfare Agency (PANI).(13)
National Child Welfare Agency (PANI)	Protect child and adolescent rights and receive reports of child labor.(2, 21, 43) Activate inter-agency social services to provide child labor victims with protection and welfare assistance, including temporary shelter, legal advice, and victim counseling. Responsible for reintegrating child labor victims into the educational system.(2, 43)

In 2013, the OATIA, CONATT, and the National Commission to Combat the Commercial Sexual Exploitation of Children and Adolescents (CONACOES) continued to work together to address the eradication of child labor, including its worst forms.(13) These bodies helped coordinate and promote prevention campaigns, training for officials, and the creation of protocols, manuals, and Web-based instruments for detecting and combatting trafficking. The Government also participated in international meetings for the prevention of sexual exploitation linked to tourism and developed a letter of understanding for the Central America and Panama sub-region to combat these practices.(13)



# Costa Rica

## SIGNIFICANT ADVANCEMENT

During the reporting period, OATIA removed from work and assisted 623 children. Over 200 of these were referred to the National Scholarship Fund (FONABE), and 384 were assisted by other government agencies.(13)

Also during the reporting period, and as part of the Roadmap Towards the Elimination of Child Labor, the National Child Welfare Agency (PANI), the Immigration Office, and the MTSS developed a manual for interagency collaboration to manage cases of child labor, including its worst forms.(13)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Costa Rica has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Roadmap Towards the Elimination of Child Labor in Costa Rica (2011-2014)	Aims to eradicate worst forms of child labor by 2015 and all forms of child labor by 2020 by eliminating poverty, improving the education system, strengthening health and legal frameworks, and conducting campaigns to raise awareness on the child labor situation. Developed by OATIA in coordination with ILO-IPEC.(44-46) Roadmap forms part of the National Plan for Development (2011-2014).(2, 47) Reports indicate MTSS plans to develop an updated Roadmap for 2015-2020.(13)
National Coalition against the Smuggling of Migrants and Trafficking in Persons (CONATT) Strategic Plan (2012-2015)	Seeks to combat trafficking in persons, including for commercial sexual exploitation and labor exploitation.(13)
National Commission to Combat the Commercial Sexual Exploitation of Children and Adolescents (CONACOES) Strategic Plan (2011-2014)	Aims to combat the commercial sexual exploitation of children and adolescents.(13)
National Plan for Development (2011-2014)*	Incorporates child labor issues into national education and poverty reduction strategies.(48)
Inter-institutional Coordinating Protocol for the Protection of Working Minors	Requires the Ministry of Labor, Ministry of Education, Social Welfare Institute, National Training Institute, as well as their regional and local agencies, to coordinate with the private sector in order to provide services to child laborers and at risk-children.(49) As part of this partnership, civil society organizations collaborate with the tourist industry to train companies on how to identify and report the commercial sexual exploitation of children.(15)

\*The impact of this policy on child labor does not appear to have been studied.

In June 2013, the Government and the ILO signed a public commitment to define plans of action to meet the goal of eliminating the worst forms of child labor by 2020.(4) In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(50)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Costa Rica funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Let's Get Ahead Program ( <i>Avancemos</i> )‡	Social Welfare Institute program that provides conditional cash transfers to low-income families to keep their children in school and out of exploitative work. Implemented in the local provinces and aims to have a minimum of 165,000 beneficiaries per year.(2, 13, 47, 51)
Scholarship Program*‡	OATIA and Ministry of Education National Scholarship Fund (FONABE) program to encourage working adolescents to complete their schooling.(2, 47, 52, 53)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Open Classroom (Aula Abierta)*‡	Ministry of Education program that helps at-risk children and adolescents complete their primary education by providing flexible school hours and curricula appropriate for their needs. Targets those who have never been to school, those who have left school, adolescent mothers, adolescent workers, and foreign migrant youth.(54, 55)
New Opportunities (Nuevas Oportunidades)*‡	Ministry of Education program that helps adolescents between the ages of 15 and 18 who, for economic, social, familial, or work-related situations, face challenges in completing their schooling.(56)
Child Labor Awareness Campaign	MTSS and Ministry of Education public-private partnership with Fundación Telefónica to raise awareness of child labor, using social media supported by Telefónica.(40)
Elimination of Child Labor and its Worst Forms and the Protection of Adolescent Workers‡	MTSS public-private partnership with the Costa Rican Electrical Institute (ICE) to combat child labor (2012-2014); ICE contributes materials for public awareness campaigns.(40)
EMPLEATE‡	MTSS public-private initiative that promotes access to employment for young persons between the ages of 17 and 24 who are at-risk or living in conditions of poverty.(57, 58)
Elimination of Child Labor in Latin America (Phase 4)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Costa Rica.(59)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Costa Rica. Includes the objective of developing information systems on the worst forms of child labor.(59)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Costa Rica.

While the Government continues to support initiatives to eradicate child labor, current programming does not reach all children who are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. According to OATIA, staff and funding were insufficient to conduct studies of the impact of social programs on child labor, including its worst forms(13).

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Costa Rica (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase the minimum age provisions in the Labor Code from 12 to 15, ensuring consistency with provisions in the Childhood and Adolescence Code.	2009 – 2013
Enforcement	Devote additional resources to labor law and criminal law enforcement, including increasing the numbers of personnel dedicated to inspections and investigations.	2013
Government Policies	Assess the impact of the National Plan for Development on reducing the worst forms of child labor and publicize the results to inform future efforts.	2013
Social Programs	Assess the impact of the Open Classroom and New Opportunities educational programs on child labor, including its worst forms.	2013
	Expand programs to reach more child laborers in agriculture and children engaged in commercial sexual exploitation.	2009 – 2013
	Increase the number of personnel in governmental agencies dedicated to implementing and studying the impact of programs that address the worst forms of child labor.	2009 – 2013

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*In 2013, Côte d'Ivoire made a significant advancement in efforts to eliminate the worst forms of child labor. The Government partially funded and began implementing its National Action Plan against Trafficking, Exploitation, and Child Labor; launched a pilot program for a national child labor monitoring system; and continued funding various social programs to address child labor. The Government also coordinated child labor efforts and reviewed projects addressing child labor to ensure that they supported activities under the National Action Plan against Trafficking, Exploitation, and Child Labor. However, children in Côte d'Ivoire continue to engage in the worst forms of child labor in agriculture, particularly on cocoa farms, sometimes under conditions of forced labor. Côte d'Ivoire still lacks a compulsory education law and gaps remain in enforcement efforts and in children's access to education.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Côte d'Ivoire are engaged in the worst forms of child labor in agriculture, particularly on cocoa farms, sometimes under conditions of forced labor.(1-10) According to a report by Tulane University that assessed data collected during the 2008–2009 harvest season, 819,921 children ages 5 to 17 were estimated to be working in the cocoa sector, and 50.6 percent, or 414,778 of these children were estimated to report injuries from dangerous activities.(4, 5) Table 1 provides key indicators on children's work and education in Côte d'Ivoire.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	39.8 (2,181,894)
Attending School (%)	5-14 yrs.	53.6
Combining Work and School (%)	7-14 yrs.	24.3
Primary Completion Rate (%)		61.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from 2006 Survey.(12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Clearing land, harvesting, drying, fermenting, and transporting cocoa pods in the production of cocoa (1-6, 9, 10, 13-16)
	Production of cereals* charcoal,*† and coffee, activities unknown (2, 9, 10, 15)
	Production of palm oil* and wine,*† pineapple,*† rice,*† and rubber,*† (7, 10, 15)
	Cultivating, harvesting, spreading chemical fertilizers, felling trees, and burning and clearing fields for the production of various agricultural crops† (9, 14)
	Deep sea diving for fishing*† (17, 18)
	Livestock raising, activities unknown† (17, 18)
Industry	Crushing and transporting stones,* blasting rocks, working underground, and extracting minerals with chemicals in gold*† and diamond*† mining (10, 13, 15, 18-21)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service in third party homes† (7, 8, 15, 20, 22-24)
	Work in transportation,† portering,† and car washing (8-10, 18, 20)
	Street vending and commerce, including the sale of pornography*† and collecting trash from landfills† (2, 9, 15, 18, 25)
Categorical Worst Forms of Child Labor‡	Work in mining, construction, domestic service, street vending, and agriculture, including in the production of cocoa and coffee, as a result of human trafficking (6, 7, 9, 14-16, 25-30)
	Commercial sexual exploitation sometimes as a result of human trafficking (7, 10, 13, 15, 25, 27, 31)
	Use of underage children in armed conflict* (32)
	Forced begging by Koranic teachers (33)
	Forced labor in agriculture, including in the production of cocoa and coffee (5, 9)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

A 2013 report conducted by the Government of Côte d'Ivoire and the ILO shows that more than 1.6 million children, or 73.3 per cent of the estimated 2.13 million children working in agriculture, domestic service; mining; transportation; and commerce in stores, markets, and on the street, are involved in the worst forms of child labor in Côte d'Ivoire.(9) The same report estimates that more than 97,700 children are involved in forced labor in these sectors.(9)

In return for education and food, some boys, known as *talibés*, are forced by their Koranic teachers to beg on the streets.(33) During the reporting period the UN documented three cases of the recruitment and use of child soldiers, ages 13 to 17, to staff checkpoints for the Government's armed forces.(32)






Children are trafficked to, from, and within Côte d'Ivoire.(15) Girls are internally trafficked for work in commercial sexual exploitation after being promised work in bars and restaurants. Many of these girls are ages 15 and 16, but some are as young as age 10.(25, 31, 34) Children from neighboring West African countries are trafficked into Côte d'Ivoire for agricultural labor, especially in cocoa production, and for work in mining, construction, domestic labor, street vending, and commercial sexual exploitation.(6, 7, 9, 14-16, 19, 26-31)

Access to quality education is a critical component in preventing the economic exploitation of children.(35) However, Côte d'Ivoire still lacks sufficient teachers and school buildings to provide education for all children.(8, 17, 36-42) Some schools require birth certificates for school enrollment and all schools require birth certificates to take primary school exit exams. Since many children—including those born in Côte d'Ivoire and those who have migrated to Côte d'Ivoire—do not have birth certificates, they may be prevented from enrolling in or graduating from primary school.(17, 43-46) Sexual abuse and school-based violence also discourage families from accessing education for their children. Evidence suggests that some children in Côte d'Ivoire are physically and sexually abused at schools. Limited evidence suggests some teachers demand sexual favors from some students in exchange for grades or money.(10, 47-50)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Côte d'Ivoire has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code (51)
Minimum Age for Hazardous Work	Yes	14-18	Revised Hazardous List Arrêté N°009 MEMEASS/CAB Du 19/01/12 (52)
List of Hazardous Occupations Prohibited for Children	Yes		Revised Hazardous List Arrêté N°009 MEMEASS/CAB Du 19/01/12 (52)
Prohibition of Forced Labor	Yes		Constitution; The Trafficking and Worst Forms of Child Labor Law (53, 54)
Prohibition of Child Trafficking	Yes		The Trafficking and Worst Forms of Child Labor Law (53)
Prohibition of Commercial Sexual Exploitation of Children	Yes		The Trafficking and Worst Forms of Child Labor Law (53)
Prohibition of Using Children in Illicit Activities	Yes		The Trafficking and Worst Forms of Child Labor Law (53)
Minimum Age for Compulsory Military Recruitment	Yes	18	Research did not uncover a public version of this law (55)
Minimum Age for Voluntary Military Service	Yes	18	Research did not uncover a public version of this law (55)
Compulsory Education Age	No		
Free Public Education	No		

Provisions of the Labor Code that protect children working in the formal sector do not apply to children working in the informal sector. This situation puts children working in the informal sector, including in street vending and artisanal gold and diamond mining, at risk of exploitative child labor.(53, 56) In addition, although the Trafficking and Worst Forms of Child Labor Law was adopted in 2010, the implementing decree for the law has yet to be adopted.(53, 57)

Education is not compulsory by law in Côte d'Ivoire.(2, 10, 56) Although education is officially free, in practice some parents are required to pay fees for teachers' salaries and books.(3, 8, 10, 43) The absence of a compulsory education requirement, along with the requirement by some schools to pay for school-related fees, decreases the likelihood of children attending school and may increase their vulnerability to the worst forms of child labor.(2)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations related to child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Ministry of Employment, Social Affairs, and Professional Training / Labor Inspectorate	Enforce labor laws, including those related to child labor.(13) Implement Côte d'Ivoire's Système de Suivi du Travail des enfants, (SOSTECI) or Child Labor Monitoring System (CLMS). SOSTECI collects and analyzes statistical data on the worst forms of child labor. It also monitors, reports on, and coordinates services for children involved in or at risk of child labor.(8, 13, 58)
The Ministry of Interior/ National Police	Enforce criminal laws against child trafficking, commercial sexual exploitation, forced child labor, and the use of children in illicit activities.(8) Maintain an anti-trafficking unit, overseen by a police chief, that investigates cases of child trafficking.(13, 24)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
National Monitoring Committee for Actions to Fight against Trafficking, Exploitation and Child Labor (CNS) Monitoring Brigades	Conduct trafficking investigations. Composed of security forces tasked with dismantling trafficking networks and rescuing exploited or trafficked children.(24)

Law enforcement agencies in Côte d'Ivoire took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Employment, Social Affairs, and Professional Training employed 250 labor inspectors, up from 206 labor inspectors in 2012. In August 2013, the ILO and the Government of Côte d'Ivoire trained 243 labor inspectors and government officials on the worst forms of child labor.(8, 13, 59, 60) Despite these efforts, research found that labor inspectors lack an adequate understanding of child labor issues. A 2013 ILO report notes serious deficiencies among Ivoirian labor inspectors in their knowledge of child labor.(17) Labor inspectors are employed across 15 regional offices, 5 departmental offices, and 8 units in Abidjan.(8) They are trained to inspect all sectors.(17) Labor inspectors may conduct surprise inspections of any establishment.(51, 61) However, the Labor Inspectorate does not have access to a reliable list of establishments subject to inspections in industrial and commercial workplaces.(62, 63)

Labor inspections target general labor laws; specific child labor inspections are not conducted. However, incidences of child labor are identified during broader labor inspections.(8) A lack of sufficient staffing, offices, and funding, including for vehicles and fuel, hinders labor inspections. For example, most inspectorate offices are dilapidated and some lack access to a water supply; only three inspection offices have vehicles; and no labor inspections are carried out in the agricultural sector.(8, 10, 17, 20, 61, 62, 64) The combined budget for the regional, departmental, and capital offices, and the Ministry of Labor's Direction to Combat Child Labor increased in 2013 to \$2 million, up from \$588,566 in 2012.(8, 13) Statistics relating to the number of labor inspections conducted, violations cited, or fines collected for 2013 are unavailable.(8)

### *Criminal Law Enforcement*

In 2013, with the support of UNICEF, the police service school and the gendarmerie developed a 50-hour training program on child protection.(8, 65, 66) The training program is currently active, with 1,450 anticipated graduates. In addition, the ILO provided training on the worst forms of child labor to anti-trafficking officers.(8, 65) Despite these efforts, the police force and the anti-trafficking units remain understaffed and lack adequate resources and training.(8, 20) For example, the anti-trafficking unit only has two computers and one vehicle, a sedan, which is unable to navigate difficult terrain and cannot travel outside of Abidjan.(8) In addition, the ILO Committee of Experts and the UNHCR have observed that there is weak enforcement of the laws, particularly those governing the worst forms of child labor and trafficking.(2)

Staffing of the anti-trafficking unit increased in 2013 to 10 full-time officers, up from 5 officers in 2012.(8, 13, 59) The anti-trafficking unit recorded 5 cases of child trafficking involving 33 children, 18 cases of economic exploitation, 29 cases of statutory rape, and 18 cases of indecent assault. Of those cases, the unit referred 24 people for criminal charges, and 8 for child trafficking charges.(8, 59) In July 2013, authorities intercepted vehicles from Burkina Faso carrying 36 children between ages 12 and 16. The nine people arrested in connection with the incident were sentenced under the child trafficking law to 12 months in prison and a \$1,000 fine each.(10, 67) In January 2014, the police rescued 40 girls and 9 boys, between ages 7 and 12, from being trafficked to the cotton fields in the Mankono region.(8) The three adults accompanying the children were arrested. The current circumstances of the children are unknown.(8) In general, the Government refers victims to NGOs on an as-needed basis.(8) The number of prosecutions and convictions during the reporting period is unknown. The Ministry of Justice does not regularly collect, publish, or share information on cases of trafficking. The lack of comprehensive data makes it difficult to evaluate if trafficking cases are isolated incidents or part of a larger network.(68)

# Cote d'Ivoire

## SIGNIFICANT ADVANCEMENT

In a continued response to eliminate the recruitment and use of child soldiers in Côte d'Ivoire, in November 2013, the Government re-established a child protection cell within the national army in order to deal with child protection concerns and, in coordination with the UN, the Government appointed a new chief of child protection for the National Army.(32) The Government also adopted service provider procedures and guidelines for the prevention, referral, and response to grave violations committed against children; it also implemented a series of child protection and capacity building training for defense and security forces. During the reporting period, 78 police and gendarmerie staff received the training.(32)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Monitoring Committee for Actions to Fight against Trafficking, Exploitation and Child Labor (CNS)	Review and provide approval for all anti-child labor and anti-child trafficking activities in Côte d'Ivoire. Provide oversight for the Joint Ministerial Committee on the Fight against Trafficking, Exploitation, and Child Labor (CIM). Chaired by the First Lady of Côte d'Ivoire.(8, 69, 70)
The Joint Ministerial Committee on the Fight against Trafficking, Exploitation, and Child Labor	Coordinate national actions to combat the worst forms of child labor in Côte d'Ivoire. Chaired by the Minister of Employment, Social Affairs, and Professional Training. Composed of representatives from 13 ministries, including the Ministries of Justice; Interior; Education; Agriculture; and Family and Women.(24, 69, 71)

The National Monitoring Committee for Actions to Fight against Trafficking, Exploitation and Child Labor (CNS) and the Joint Ministerial Committee on the Fight against Trafficking, Exploitation, and Child Labor (CIM) meet regularly, both separately and in coordinated working groups.(8) However, the coordinating structures lack sufficient resources. In addition, despite the structures' coordinated working groups, some NGOs and companies continue to lack clarity about the respective roles and responsibilities of the CIM and the CNS, undermining effective coordination on the ground.(20, 72)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Côte d'Ivoire has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan Against Trafficking, Exploitation, and Child Labor (2012–2014)	Aims to prevent children from involvement in trafficking and other worst forms of child labor; pursue the prosecution and punishment of offenders; and implement child labor monitoring and evaluation mechanisms.(18, 58, 73) Plan was partially funded and several components were implemented in 2013: SOSTECI was launched, educational infrastructure was built, and a national awareness-raising campaign on child labor was implemented, among other programs.(8, 74) Components are discussed in more detail in the Social Programs section.
PRSP (2012–2015)†	Aims to increase access to effective education; train youth and adults with trade skills; enhance agricultural production and certified agriculture products; ensure food security; and strengthen the country's capacity to combat the worst forms of child labor.(42)
UN Development Assistance Framework (2009–2013)*	Aims to increase access to education, with the goal of reducing the number of children without access to primary school by half.(75)
Decent Work Program (2008–2013)	Aims to reduce the worst forms of child labor, per requirements of ILO C.182, through partnerships with various partners and projects.(76)
The Medium Term Plan of Actions for Education*	Aims to increase access to education, particularly for girls; increase teacher capacity; promote vocational education; and build classrooms and schools in rural areas.(77)
ECOWAS Regional Action Plan for the Elimination of Child Labour, Especially the Worst Forms	With 15 ECOWAS countries, implements a regional action plan on child labor, especially the worst forms. Aims to eliminate the worst forms of child labor in West Africa by 2015 and to continue to progress toward the total elimination of child labor.(78, 79) In 2013, under the regional action plan, ECOWAS conducted its first peer review to evaluate efforts to combat child labor at the country level. With Nigeria, Côte d'Ivoire reviewed Ghana's efforts to combat child labor and provided preliminary findings and recommendations.(80)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Joint Declaration Against Cross Border Trafficking†	Joint declaration against cross-border trafficking. Signed by the First Ladies of Côte d'Ivoire, and Burkina Faso.(81-84)
2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and its accompanying Framework of Action	In cooperation with the Governments of Ghana, the United States, and the International Cocoa and Chocolate Industry, provides resources and coordinates with key stakeholders on efforts to reduce the worst forms of child labor in cocoa-producing areas. Takes steps to ensure all project efforts implemented under the Declaration and Framework align with national action plans in order to promote coherence and sustainability.(58, 85, 86)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Côte d'Ivoire funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Système d'Observation et de Suivi du Travail des enfants en Côte d'Ivoire (SOSTECI) †‡	Government pilot program to implement its national child labor monitoring system, SOSTECI, in July 2013. Enables communities to collect and analyze statistical data on the worst forms of child labor and to monitor, report on, and coordinate services for children involved in or at risk of child labor.(8, 13, 58) Piloted in 19 communities in the districts of Abengourou, Bouaflé, Daoukro, M'Batto, and Soubre between July 2013 and August 2014.(8, 65) Will need to reach 3,750 villages and 21,900 hamlets to achieve a sector-wide child labor monitoring process.(14)
National Awareness Campaign against Child Labor‡	Government implemented large-scale national awareness campaign against child labor. Implemented by the CNS and headed by the First Lady of Côte d'Ivoire. Includes radio broadcasts and illustrated brochures in French and local languages. Broadcasts public awareness information on television, displayed on billboards, and published in newspapers.(8, 57, 58) Sensitized 150 cocoa producers on child labor, using cocoa-cooperatives to disseminate information.(8, 13)
Self Help Village Initiative‡	Government implemented initiative to combat child labor in the cocoa sector, implemented since 2009. Builds schools and health centers, introduces income generating activities, and implements a CLMS.(13, 58, 87, 88) Each village service package, funded by taxes and fees on cocoa exports, is valued at \$60,000.(8) Seven new villages began participating in the initiative in 2013.(8)
Eliminating the Worst Forms of Child Labor in West Africa by Strengthening Sub Regional Cooperation through ECOWAS (ECOWAS I)	\$7.95 million, USDOL-funded, 5-year project implemented by the ILO to accelerate progress on the elimination of the worst forms of child labor in Côte d'Ivoire, Ghana, and Nigeria. Supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub region by providing policy and capacity building support for all ECOWAS states. In Côte d'Ivoire, targeted children involved in child labor in agriculture and domestic service for withdrawal and prevention services, including by providing access to education services.(89, 90) By March 2014, had withdrawn and prevented 5,315 children from the worst forms of child labor and provided livelihoods services to 150 households. Helped establish 70 community child labor committees under SOSTECI, in coordination with the Government. Committees form the foundation for implementing SOSTECI at the local level.(91, 92)
Eliminating the Worst Forms of Child Labor in West Africa by Strengthening Sub Regional Cooperation through ECOWAS (ECOWAS II)	Linked to the ECOWAS I project, a \$5 million, USDOL-funded, 4-year project, implemented by the ILO with direct interventions in Benin, Côte d'Ivoire, Ghana, and Nigeria. Supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(87, 93) By March 2014, had provided education services to 1,251 children and livelihoods services to 786 households.(94) Provided support to SOSTECI and supported the establishment of 41 community child labor protection committees.(94)
Towards Child Labour Free Cocoa Growing Communities in Côte d'Ivoire and Ghana through an Integrated Area Based Approach (CCP)	\$10 million, USDOL-funded, 4-year project, implemented by the ILO. In support of the 2010 Declaration, aims to reduce the worst forms of child labor in cocoa-producing areas in Côte d'Ivoire and Ghana by providing direct services to communities.(3, 85) Worked with the Government to develop and implement a CLMS in cocoa-growing areas.(3, 85) By March 2014, provided educational services to 2,500 children and livelihood services to 1,000 families in Côte d'Ivoire. Also provided support to SOSTECI to develop the CLMS framework for data collection and coordination and assistance in the collection of data.(3)
Survey on Child Labor in West African Cocoa Growing Areas	\$1.5 million, USDOL-funded, 3-year research project, implemented by the Payson Center at Tulane University. Supports the collection of nationally representative survey data on child labor in cocoa-growing areas of Côte d'Ivoire and Ghana.(58) Will help assess the prevalence of the worst forms of child labor in cocoa-growing areas. As called for in the 2010 Declaration, the study developed a baseline estimate of the number of children working in the worst forms of child labor in cocoa-growing areas.(58) Coordinates with the Government and works with government statistical experts to build the country's capacity to implement future child labor surveys.(58)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Industry-funded projects in support of the 2010 Declaration	Projects in cocoa-growing areas of Côte d'Ivoire funded by Mars, Nestle, Barry Callebaut, and Mondelez International and the former Global Issues Group. In support of the 2010 Declaration. Projects aim to reduce the prevalence of child labor, including by improving children's access to education and increasing household incomes.(58, 85, 86, 95) Funding provided by the cocoa industry is as follows: Mars, \$2.7 million; Nestle, \$1.5 million; Barry Callebaut, \$300,000; Mondelez International, \$1.54 million; and Global Issues Group, \$2.25 million.(74)
Empowering Cocoa Households with Opportunities and Education Solutions* (ECHOES)	\$14.5 million, World Cocoa Foundation funded, 8-year project.(96) Strengthens cocoa-growing communities by expanding opportunities for youth through education. Focuses on youth leadership, basic education, and innovation.(97)
Council of Coffee and Cocoa Platform Public-Private Partnership‡	Aims to improve sustainable development and socioeconomic welfare of coffee and cocoa producers and their communities. Targets improved productivity and the reduction of child labor. Includes consultations and ongoing dialogues with the coffee and cocoa industry value chain. Implemented by the Ministry of Agriculture.(57)
Center for Vulnerable Children‡	The Ministry of Family, Women, and Children maintains a center in Abidjan to receive vulnerable children.(13, 24)
School kit program*‡	The Government provided school kits for free to all primary school children.(15, 74)
UNICEF Country Program*	UNICEF supported, 5-year program provides assistance to orphans and vulnerable children and support to the formal and non-formal education systems in Côte d'Ivoire.(98, 99)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Côte d'Ivoire.

Although the Government of Côte d'Ivoire maintains programs and coordinates with industry, international organizations, NGOs, and other governments to help children on cocoa farms, existing programs are not sufficient to reach the approximately 3,750 cocoa-growing communities in need of services.(4, 100) The Government also lacks sufficient programs, both in number and scope, to address the needs of children engaged in other types of exploitative labor, as identified in the National Action Plan against Trafficking, Exploitation, and Child Labor, including in agriculture, mining, domestic service, and commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the elimination of child labor, including its worst forms, in Côte d'Ivoire (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2011 – 2013
	Adopt the implementing decree for the Trafficking and Worst Forms of Child Labor law.	2013
	Make education free and compulsory and establish a minimum compulsory education age that is consistent with the minimum age for admission to work.	2009 – 2013
Enforcement	Create a reliable list of establishments that are subject to labor inspection.	2013
	Allocate sufficient resources and provide adequate training to ensure effective inspections, investigations, and enforcement of labor laws and criminal laws related to child labor, particularly in sectors where the worst forms of child labor are most prevalent.	2009 – 2013
	Systematically collect and make publicly available data on incidence of child labor and trafficking, prosecutions, sentences, and referrals to remediation services for children rescued from child labor, particularly the worst forms.	2010 – 2013
Coordination	Improve coordination between and clarify the roles and responsibilities of the CIM and CNS.	2012 – 2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Conduct research to determine the activities carried out by children working in the production of charcoal, palm oil and wine, and rubber; livestock raising; and agriculture, including cereals, pineapples and rice to inform policies and programs.	2013
	Expand SOSTECI and enhance the use of child labor data by relevant agencies to increase the provision of services to children engaged in or at-risk of child labor	2011 – 2013
	Expand activities for effective implementation of National Action Plans to combat the worst forms of child labor, including efforts to reduce the worst forms of child labor in agriculture, commercial sexual exploitation, domestic service, and mining.	2009 – 2013
	Take measures to ensure children have access to free, safe, and quality education.	2011 – 2013
	Implement, expand and improve all programming related to the worst forms of child labor, including forced child labor, agriculture, mining, domestic service, and commercial sexual exploitation, including by: <ul style="list-style-type: none"> <li>■ Developing long-term, sustainable child labor monitoring and remediation models.</li> <li>■ Augmenting social, education, and livelihood programs; remediation for children withdrawn from child labor; farmer training; and improvements to educational infrastructure (e.g., schools).</li> <li>■ Tracking project interventions and making this information publicly available.</li> <li>■ Replicating and expanding effective models for addressing exploitative child labor throughout cocoa-growing and other agricultural areas.</li> </ul>	2009 – 2013
	Assess the impact that existing programs may have on child labor.	2013

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# Cote d'Ivoire

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# Djibouti

## MINIMAL ADVANCEMENT

*In 2013, Djibouti made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government hired three labor inspectors and developed a national strategy that seeks to protect vulnerable populations and the rights of children. With support from the IOM, Djibouti continues to combat trafficking and hosts a center for assisting migrants. However, children in Djibouti continue to engage in child labor in street work and in the worst forms of child labor in commercial sexual exploitation. Significant gaps remain in the legal framework on child labor, and the Government has not established a coordinating mechanism to address child labor. Neither law enforcement efforts nor programs to assist working children are adequate.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Djibouti are engaged in child labor in street work and in the worst forms of child labor in commercial sexual exploitation. Child labor in Djibouti varies in urban and rural settings; however, in both, it largely takes place in the informal sector.(1) Table 1 provides key indicators on children's work and education in Djibouti.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	12.3 (23,693)
Attending School (%)	5-14 yrs.	67.4
Combining Work and School (%)	7-14 yrs.	10.2
Primary Completion Rate (%)		52.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2014.(2)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding livestock (1, 4)
	Agriculture, activities unknown* (4)
Services	Working as domestic servants (1, 4)
	Street work, including shining shoes, washing and guarding cars, selling items, cleaning storefronts, sorting merchandise, collecting garbage, and begging (1, 4)
	Working in restaurants and small shops (1, 4)
	Selling the narcotic, khat (1, 4)
	Commercial sexual exploitation sometimes as a result of human trafficking (1, 5)
Categorical Worst Forms of Child Labor‡	Domestic service as a result of human trafficking (1, 4, 5)
	Forced begging and theft* (4, 5)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children's work occurs predominantly in urban areas, where the majority of the Djiboutian population is concentrated.(1, 6) A small number of refugees, Ethiopian and Somali migrants, and girls from poor Djiboutian families are trafficked into commercial sexual exploitation in Djibouti City and along trucking routes on the Ethiopia-






Djibouti corridor.(1, 5) Limited evidence suggests younger children are sometimes involve younger children in exploited in commercial sexual exploitation by older children.(5)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Djibouti has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Code (7)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Penal Code (1)
Prohibition of Child Trafficking	Yes		Law 210 Regarding the Fight Against Human Trafficking (8)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (1)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (1)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Establishment of the National Army Amendment Decree (1, 9)
Compulsory Education Age	Yes	16	Law on the Orientation of the Education System (10)
Free Public Education	Yes		Law on the Orientation of the Education System (10)

\* No conscription or no standing military.

Djiboutian law does not define hazardous work or clearly establish a minimum age for it. Additionally, the Government has not developed a list of hazardous occupations prohibited to children.(11)

Research uncovered no evidence that the law prohibits the purchase of child pornography. While education in Djibouti is free, expenses associated with education are often prohibitively high for poor families, which contributes to low primary school attendance rates.(4, 12)

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's Labor Inspectorate	Enforce child labor laws and regulations.(1)
Djibouti National Police and Vice Squad	Enforce criminal laws and investigate criminal offenses related to child labor, including forced labor and commercial sexual exploitation.(1)
Ministry of Justice	Investigate child labor cases.(1)

Law enforcement agencies in Djibouti took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor hired three new labor inspectors to the Inspectorate for a total of four labor inspectors.(1) None of the four labor inspectors have received training related to child labor investigations; meanwhile, an overall lack of resources have hampered inspection and enforcement efforts. No child labor inspections were undertaken in 2013 and no violations were issued.(1)

### *Criminal Law Enforcement*

In 2013, the Vice Squad included four officers, but lacked sufficient training and resources to effectively enforce laws related to child labor, trafficking, and commercial sexual exploitation. In addition, no data on investigations, prosecutions, or convictions on child labor or exploitation were available.(1)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Djibouti has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
National Strategy 2013–2017†	Provide social safety nets for vulnerable populations, protect the rights of children, and develop social programs to address the risks of children.(1)

† Policy was launched during the reporting period.

In 2013, the Government of Djibouti sought to increase the quality of education. It maintained a policy of offering free public education and devotes a quarter of its national budget to the education sector.(1)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Djibouti participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description and Objectives
UNICEF Country Program*	UNICEF program with the Government to assist orphans and vulnerable children who may be at risk of entering the worst forms of child labor.(1)
IOM Program*	IOM program in partnership with the Government to address the risks of irregular migration , which operates a service center along the route most often traveled by migrants.(1)
Urban Poverty Reduction Program*	African Development Bank program to promote socioeconomic development in Djibouti's towns and cities, where the majority of child workers live.(6)

\*The impact of this program on child labor does not appear to have been studied.

Research uncovered no evidence of programs that specifically assist children engaged in other forms of child labor, such as domestic labor, commercial sexual exploitation, or illicit activity.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Djibouti (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish a minimum age for hazardous work, and develop and publish a list of hazardous occupations prohibited to children.	2009 – 2013
	Ensure the law provides penalties for the purchase of child pornography.	2012 – 2013
	Effectively implement the free public education policy.	2010 – 2013
Enforcement	Provide additional training and resources to labor inspectors and criminal law enforcement.	2011 – 2013
	Conduct inspections to enforce child labor laws.	2011 – 2013
	Publicly report on inspections, prosecutions, and convictions related to the worst forms of child labor.	2010 – 2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2013
	Assess the impact that the Urban Poverty Reduction Program, UNICEF Country Program, and IOM Program may have on child labor.	2010 – 2013
	Institute programs to assist children involved in domestic labor, commercial sexual exploitation, and illicit activities.	2009 – 2013

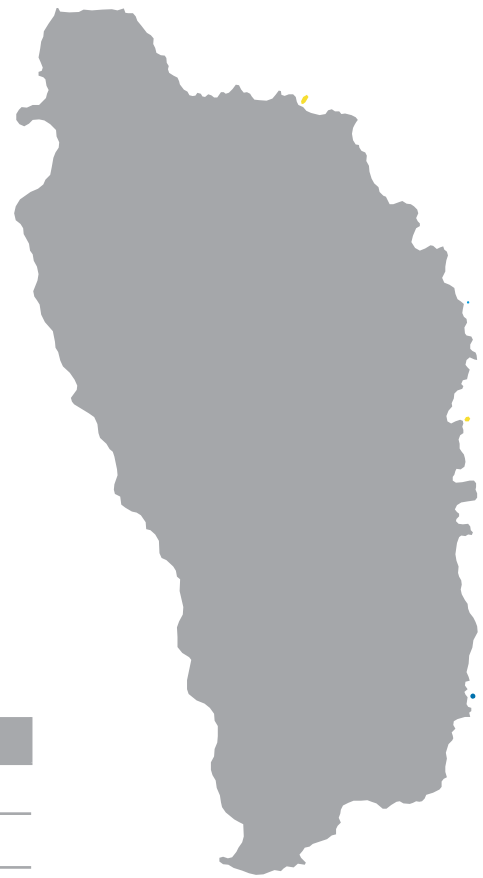
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# Dominica

## MINIMAL ADVANCEMENT

*In 2013, Dominica made a minimal advancement in efforts to prevent the worst forms of child labor. The Government ratified the Palermo Protocol, passed the Transnational Organized Crime (Prevention and Control) Act, and continued to implement programs to reduce poverty and ensure that education is a viable alternative to work for all children. Although no information suggests that the worst forms of child labor are a problem, critical gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. National legislation still does not prohibit child pornography, the minimum age for hazardous work falls below international standards, and the country lacks a comprehensive list of hazardous work prohibited to children, which leaves children vulnerable to the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in Dominica.(1) Table 1 provides key indicators on children's work and education in Dominica. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		104.0




Source for primary completion rate: Data from 2012 published by UNESCO Institute for Statistics, 2014.(2)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(3)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Dominica has ratified all key international conventions concerning child labor (Table 2).

**Table 2. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 3).

**Table 3. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12/14/16	Employment of Children (Prohibition) Act, Employment of Women, Young Persons and Children Act, Education Act (4-6)
Minimum Age for Hazardous Work	Yes	14	Employment of Women, Young Persons, and Children Act (5, 7-9)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 4 of the Constitution (11)
Prohibition of Child Trafficking	Yes		Transnational Organized Crime (Prevention and Control) Act (12, 13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Children and Young Persons Act, Sexual Offenses Act (1, 14-17)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	Yes	16	Education Act (1, 6, 17)
Free Public Education	Yes		Education Act (1, 6, 17)

\* No conscription or no standing military.

The Government of Dominica ratified the Palermo Protocol and passed the Transnational Organized Crime (Prevention and Control) Act during the reporting period, but has yet to enact laws or regulations explicitly prohibiting child pornography.(12, 17, 19, 20)

The Employment of Women, Young Persons, and Children Act prohibits children under age 14 from working in certain industries, including mining, construction, and transportation, and it bars children under the age of 16 from working in those industries at night. However, Dominica does not have a list of work considered hazardous for children.(5, 9, 20)

The Government specified that it would raise the statutory minimum age to 15 when it ratified ILO C. 138, but has not done so.(8) The three different minimum ages for work in the two relevant statutes may create confusion over which protections apply to working children and may make the law difficult to enforce. In addition, the minimum age for hazardous work of 14 does not comply with international standards and leaves children age 14 and above vulnerable to the worst forms of child labor.(7-10)

Dominica has no national army.(18)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 4).

**Table 4. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of National Security, Labor, and Immigration (MNSLI)	Conduct inspections and enforce laws related to child labor. Inspectors report children found in exploitative labor situations to police and social services. In 2013, the MNSLI employed four labor inspectors. (1)
Welfare Division, Ministry of Social Services, Community Development, and Gender Affairs	Address the welfare aspects of child labor cases. (1)



**Table 4. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Health (MOH)	Enforce labor laws by reporting children found in exploitative labor situations to police and social services. In 2013, the MOH employed 19 health inspectors. (1)
Police Force	Enforce criminal laws, including those related to child labor. (1)

As there is no evidence of a problem, there appears to be no need for labor law enforcement actions to address child labor, including its worst forms.

As there is no evidence of a problem, there appears to be no need for criminal law enforcement actions to address child labor, including its worst forms.

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms.

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor. However, the Government has a policy that may have an impact on child labor, including its worst forms (Table 5).

**Table 5. Policies Related to Child Labor**

Policy	Description
Third Mid-Term Growth and Social Protection Strategy (2012–2014)	Includes goal of overall poverty reduction. (1, 7, 17)

#### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Dominica funded programs that include the goal of preventing child labor, including its worst forms (Table 6).

**Table 6. Social Programs to Address Child Labor**

Program	Description
Basic Needs Trust Fund	Caribbean Development Bank-implemented program to reduce poverty through livelihood services, improved infrastructure, capacity-building projects, and technical services.(1, 21)
Dominica Social Investment Fund	ALBA-funded program that includes the goal of poverty reduction.(1, 20)
Education Trust Fund‡	Government program that provides financial assistance to students in secondary school who would otherwise not be able to complete their education.(17, 22)
School Textbook Provision Scheme‡	Government program that subsidizes the cost of textbooks for primary and secondary school students.(17, 23, 24)
School Feeding Program‡	Government program that provides lunch to primary school students in targeted areas.(17, 23)
Shelter for Abused and Neglected Children‡	Government shelter that may accept children who are victims of the worst forms of child labor.(1)

‡ Program is funded by the Government of Dominica

#### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Dominica (Table 7).

**Table 7. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Harmonize all laws governing the minimum age to work to set the statutory minimum age for employment to at least 15.	2009 – 2013
	Raise the minimum age for hazardous work to comply with international standards.	2009 – 2013
	Adopt a list of hazardous work prohibited to children.	2011 – 2013
	Enact legislation to expressly prohibit child prostitution, as well as the use, procuring, or offering of a child for the production of pornography or for pornographic performances.	2011 – 2013

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# Dominican Republic

## MINIMAL ADVANCEMENT

*In 2013, the Dominican Republic made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite several initiatives to address child labor, the Dominican Republic received this assessment because of significant limitations on educational opportunities for certain children, which increases their vulnerability to labor exploitation.*

*In 2013, the Government expanded some of its social programs, including its conditional cash transfer program that requires children in families receiving benefits to stay in school and out of work. In addition, the Government allocated 4 percent of national GDP for primary and secondary education, an increase from 2.4 percent in 2011. It also launched public campaigns to raise awareness about child labor. However, children in the Dominican Republic continue to engage in exploitative child labor in agriculture and commercial sexual exploitation. Moreover, due to frequent misinterpretations and misapplication of Dominican law and policies on the right to education, school officials do not permit many children, particularly those of Haitian descent, to enroll in primary and secondary education without birth certificates or other identifying documentation. These incorrectly-applied provisions may prevent or discourage children not entitled to Dominican documents or unable to obtain documents from their countries of nationality from enrolling in or completing school.*

*In addition, the Government's steps to address child labor may be further undermined by the September 23, 2013, Constitutional Tribunal ruling that impacted the citizenship status and, consequently, access to education of Dominican-born descendants of foreign parents "in transit", including both documented and undocumented migrants. In May 2014, Dominican President Medina signed a naturalization law approved by Congress that may restore nationality to some affected by the ruling, which may potentially enable access to education for some affected children.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Dominican Republic are engaged in exploitative child labor in agriculture and commercial sexual exploitation.(1-3) The 2009-2010 National Household Survey found that although the overall incidence of child labor has decreased in the past decade, incidence of child labor in agriculture has increased.(4, 5) Table 1 provides key indicators on children's work and education in the Dominican Republic.

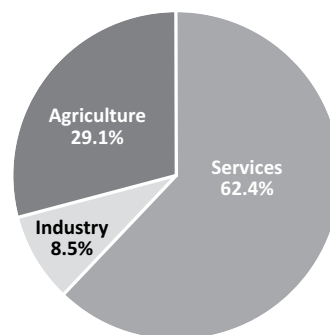
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	5.3 (54,850)
Attending School (%)	5-14 yrs.	96.1
Combining Work and School (%)	10-14 yrs.	4.8
Primary Completion Rate (%)		90.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Hogares de Propósitos Múltiples (ENHOGAR) Survey, 2011.(7)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting sugarcane, collecting cut cane, clearing land, and planting for sugarcane production† (8-16)
	Producing coffee, rice, tomatoes, garlic,* onion,* and potatoes* (1, 3, 5, 9, 17-21)
Industry	Working in restaurants, bars, cantinas, and coffee shops in the food service industry (4)
	Producing baked goods† (bread, cakes, and pastries) (4)
	Mining for larimar*† (a blue rock often used for jewelry) (17)
	Construction, activities unknown (3, 4, 19, 22, 23)
Services	Street work,† including vending, shining shoes, and washing car windows (1-3, 19, 21, 24)
	Scavenging in landfills† (25)
	Domestic service in third-party homes* (2, 3, 21)
Categorical Worst Forms of Child Labor‡	Forced domestic service* (3, 22, 26, 27)
	Commercial sexual exploitation sometimes as a result of human trafficking* (3, 14, 18, 26-31)
	Domestic service, agricultural labor, and begging as a result of human trafficking* (3, 21, 26, 28, 31-34)
	Use of children for illicit activities,* including drug trafficking and illegal sales at border areas (21, 35, 36)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Children in the Dominican Republic are exploited in commercial sexual exploitation, particularly in tourist locations and major urban areas.(3, 26, 31) There are also incidences of children trafficked internally for sex tourism.(24, 29)

Haitian migration to the Dominican Republic is a longstanding phenomenon; although estimates vary, approximately 900,000 to 1.2 million Haitians and Dominicans of Haitian descent live in the Dominican Republic.(18, 23, 26, 37, 38) Many Haitians and Dominicans of Haitian descent, including children, live in communities known as *bateyes* that traditionally have housed sugarcane workers and often lack adequate housing, medical services, and other basic services.(3, 9, 17, 18, 39) Some children harvest sugarcane, collect cut cane, clear land, or plant for sugarcane production, sometimes alongside their parents.(8-16) The porous border between Haiti and the Dominican Republic has enabled children, accompanied or not, to be trafficked into the Dominican Republic without coming to the attention of authorities.(26, 40, 41) Some Haitian children who are trafficked to the Dominican Republic are forced to work in agriculture, domestic service, or begging.(26, 32-34)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Dominican Republic has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

# Dominican Republic

## MINIMAL ADVANCEMENT

**Table 4. Laws and Regulations on Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 245 of the Labor Code; Code for the Protection of Children and Adolescents (42, 43)
Minimum Age for Hazardous Work	Yes	18	Resolution on Hazardous Work for Persons under Age 18 (19)
List of Hazardous Occupations Prohibited for Children	Yes		Resolution on Hazardous Work for Persons under Age 18 (19)
Prohibition of Forced Labor	Yes		Constitution; Law Against Trafficking in Persons and Migrant Smuggling (44-46)
Prohibition of Child Trafficking	Yes		Law Against Trafficking in Persons and Migrant Smuggling; Code for the Protection of Children and Adolescents Law (43-45)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Code for the Protection of Children and Adolescents Law; Technology Crime Law (child pornography) (43, 45, 47)
Prohibition of Using Children in Illicit Activities	Yes		Law on Drugs and Controlled Substances (48)
Minimum Age for Compulsory Military Recruitment	N/A*		Armed Forces Law (25, 49)
Minimum Age for Voluntary Military Service	Yes	16	Armed Forces Law (25, 49)
Compulsory Education Age	Yes	18	Article 63 of the Constitution (46, 50)
Free Public Education	Yes	18	Article 63 of the Constitution (46, 50)

\* No conscription in peacetime. However, the Armed Forces Law establishes the minimum age for recruitment in times of war.(49)

The 2010 Constitution declares the eradication of child labor as a national priority.(46) The Constitution guarantees free public education and requires that all children attend school until age 18.(2, 46, 50) However, in practice, associated school costs, such as transportation and books, and misinterpretation and misapplication of student documentation requirements by school officials may prevent or discourage some children from attending or completing school.(31, 39, 51-55) In practice, some primary or secondary schools deny access to children who cannot present birth certificates, putting such children in precarious situations in which they are more likely to work.(18, 20, 39, 53) Other secondary schools permit access absent birth documentation but deny high school diplomas.(53) Without the opportunity to receive high school diplomas and, as a result, pursue higher education and thereby improve access to formal sector employment as adults, individuals without identity documents have significantly less incentive to remain in school, which increases their vulnerability to entry into the worst forms of child labor.(2, 3, 18, 26, 31, 38, 53, 55-57) An estimated 13 percent of all children younger than age 15 have no birth documents.(18, 31) The lack of documentation also impedes age verification of working adolescents, making them more likely to perform work considered hazardous for minors.(18, 20, 38)

Children of parents with irregular migration status are particularly vulnerable to labor exploitation due to a lack of identity documents.(3, 18, 52, 58, 59) The 2010 Constitution stipulates that children born in the Dominican Republic can receive Dominican citizenship if one of their parents is a Dominican citizen.(46) However, the 2010 Constitution clarified that anyone born in the country is considered a Dominican national except children born to diplomats, parents who are “in transit,” or parents who are in the country illegally.(46) At the same time, the Constitution adopted the 2004 Migration Law’s definition of “in transit,” which had been upheld in 2005 by the Supreme Court of Justice, meaning that anyone born in the Dominican Republic to parents without valid resident status would not qualify as a Dominican citizen.(3, 46, 52, 55, 58, 59) On September 23, 2013, the Constitutional Tribunal, the highest judicial court in the Dominican Republic, upheld the definition of “in transit” and ruled that children born in the Dominican Republic to any foreigners “in transit” (going back to 1929) are not considered Dominican nationals, potentially impacting an estimated 200,000 individuals.(39, 60) The option of obtaining birth certificates from the countries from where their parents originated is also not viable for many children born in the Dominican Republic, particularly if their parents are no longer citizens of or have lost ties with their countries of origin as a result of their long-established presence in the Dominican Republic or, as in the case of Haiti, the countries of origin have suffered natural disasters resulting in the destruction of birth records that would have demonstrated citizenship.(3) In November, President Medina issued a presidential decree to promulgate the National Regularization Plan for Foreigners as a mechanism to recognize, document, and regularize undocumented migrants in the Dominican Republic.(60) In May 2014, the President signed a naturalization law approved by Congress that may restore nationality to some affected by the ruling, which may potentially enable access to education for some affected children.(61)



## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (SET)	Lead government efforts to eliminate child labor, conduct labor inspections to identify and document offenses, and direct the Child Labor Unit to investigate and eradicate child labor.(2, 10, 22, 24) Implement the Institutional Strategic Plan (2013–2016) approved in 2013, which outlines objectives to improve the number and quality of labor inspections overall, offer better service to workers, coordinate Labor Code reform, integrate the Child Labor Inspection Unit into existing enforcement efforts, and provide improved vocational training for vulnerable populations, including children.(10)
National Council for Children and Adolescents (CONANI)	Promote policies to eradicate all forms of violence against children and child labor.(62) Coordinate with SET to protect children against labor exploitation, as well as promote policies designed to improve the employability of young people and reduce barriers to entry into the labor market.(58, 62, 63) Receive victims of child labor for psychological evaluation and possible institutionalization while the Attorney General's Office undertakes the judicial and prosecutorial processes.(11)
Specialized Corps for Tourist Safety (previously POLITUR)	Prevent child sex abuse in tourist areas, rescue minors, and arrest and bring to justice the child sex offenders.(62)
Ministry of the Interior's National Police (PN), PN's Trafficking in Persons Unit (TIP), and Directorate of Migration (DGM)	Enforce criminal laws, including those prohibiting and punishing the worst forms of child labor, and coordinate with the Attorney General's Office in the prosecution of perpetrators.(10)
Attorney General's Office and Trafficking in Persons Unit	Train investigators on child labor issues and prosecute the perpetrators of crimes involving children.(10, 45)

Law enforcement agencies in the Dominican Republic took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the SET employed 207 labor inspectors, all of whom receive training to detect child labor.(25, 62–64) The Government of the Dominican Republic reported that around 98,000 labor inspections (an average of 473 inspections for each SET labor inspector) were conducted in 2013 to verify compliance with labor laws, including child labor laws.(25, 62, 64, 65) These figures indicate an increase of 15 inspectors and 30,000 inspections from 2012.(62) The Ministry of Labor reported that its Inspection Unit removed a total of 317 minors from exploitative labor situations through 22 of its inspections conducted in 2013; however, no information was provided on whether any sanctions were issued or penalties assessed and collected for these or other child labor violations.(62, 66) In addition, no information was provided about whether the inspections conducted in 2013 were planned inspections or reactive inspections at the request of employers or employees or what sectors or geographical areas were targeted.(62)

Furthermore, although the 2008 General Inspection Protocol and 2011 Inspection Protocol for Agriculture instruct inspectors to assess child labor violations by reviewing workers' identity documents and employers' records, making observations, and conducting interviews, the widespread lack of identity documents impedes both inspectors and employers from verifying the ages of workers and guaranteeing that children under 18 are not participating in dangerous or unhealthy work.(11, 20, 38, 67, 68) Further, it is unknown how the high number of inspections conducted by each SET inspector may impact the quality of such inspections. Additionally, the Ministry of Labor has indicated that improvements are needed in how inspectors conduct interviews, ask follow up questions, and use inspection data to strengthen the inspection system.(20) The Ministry of Labor has also indicated that resources, such as vehicles and fuel, are insufficient for inspectors to perform field visits on a regular basis.(10)

Moreover, the process developed by SET for inspections to enforce labor laws includes a preliminary visit, during which inspectors inform employers of violations but do not issue fines. Inspectors then conduct a re-inspection to determine if the violations have been rectified.(42, 67, 68) If violations are found during re-inspection, the Ministry of Labor is required to file the infraction with the court.(42, 67, 68) This two-tiered inspection process puts a strain on the inspectorate's limited human and financial resources and may not sufficiently deter employers from exploiting children in the workplace, particularly in remote rural areas where re-inspections are more difficult and less consistent. Furthermore, the lack of publicly-available information on the results of inspections prevents a complete understanding of how effective this inspection system is in practice.

# Dominican Republic

## MINIMAL ADVANCEMENT

### *Criminal Law Enforcement*

Although complete information on convictions and prosecutions related to the worst forms of child labor is not systematically published, in 2013, the Dominican Government reported on the status of a number of criminal cases involving the worst forms of child labor.(17, 62, 69) In 2013, the Government initiated prosecutions in several criminal cases involving the worst forms of child labor, such as forced begging and commercial sexual exploitation; most of these cases resulted in prison sentences.(62, 64) In May 2013, four individuals were convicted and received 2-year prison sentences for forcing a group of children to beg in the streets of Santo Domingo. Additionally, during 2013, the Specialized Corps for Tourist Safety detained eight foreign tourists for investigation of child sex tourism; however, the status of the individual cases is unknown.(62)

The Government of the Dominican Republic maintains that there is no current forced labor in the production of goods; therefore, the Government takes no measures to prevent or combat it.(45) The Government provides anti-trafficking training to officials, including anti-trafficking, judicial, immigration and migration officials and those posted overseas, on how to recognize and assist Dominican nationals in other countries who are trafficking victims.(28, 45) The Government has a zero-tolerance policy for public officials who are complicit in trafficking or migrant smuggling activities.(45, 63, 70, 71) In 2013, the Government sentenced a National Police official and four other individuals to a year in prison for their involvement in a network of smuggling women and girls across the border to Haiti for commercial sexual exploitation.(62) The Government reports investigations and prosecutions conducted under the Law Against Trafficking in Persons and Migrant Smuggling, including commercial sexual exploitation of minors. However, the statistics are not disaggregated to distinguish between trafficking versus smuggling or adult versus child victims.(26, 28, 45, 72)

Coordination between the Ministry of Labor and Attorney General's Office is limited.(10) In 2013, the Minister of Labor stated in the local press that the Ministry's role is to identify child labor violations and criticized the Attorney General's Office for not fulfilling its responsibilities to investigate and prosecute criminal cases of the worst forms of child labor.(10, 21)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee to Eliminate Child Labor (CDN)	Coordinate all child labor initiatives in the country; established by SET in 1997.(2, 22, 24) Convene regular meetings, including the 34 local and municipal committees around the country, to develop strategies to combat child labor.(22, 24, 62, 64, 73)
Inter-Institutional Commission against Child Abuse and Commercial Sexual Exploitation	Coordinate and implement actions to confront commercial sexual exploitation and abuse. Led by CONANI and SET, includes representatives from various ministries, the National and Tourism Police, the Attorney General's Office, NGOs, and the Hotel and Restaurant Association, in addition to representatives of UNICEF and the ILO as advisors.(10, 25, 62-64)
Social Policies Coordination Cabinet	Coordinate all social policies and conditional cash transfer programs, such as the Progressing with Solidarity Program led by the Vice President.(10)
Local Committees for the Protection and Restitution of Children's Rights	Ensure that children's rights are not being violated; consists of community volunteers in 10 municipalities.(62)

In 2013, the Inter-Institutional Commission against Child Abuse and Commercial Sexual Exploitation reported that it provided guidance to over 300 professionals, including healthcare workers and the National Police, to train committee members that form municipal-level networks to protect children against commercial sexual exploitation and abuse.(62) Subsequently, more than 3,000 community members received training in an effort to strengthen municipal networks.(62) However, the local and municipal committees' existing mechanisms face limitations in their coordination efforts. The ILO Committee of Experts has indicated that insufficient resources limit the effectiveness of the CDN and local and municipal committees.(2, 20, 74)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Dominican Republic has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Strategic National Plan to Eradicate the Worst Forms of Child Labor (2006–2016)	Identifies the roles and responsibilities of government agencies and municipal representatives to eradicate the worst forms of child labor.(10, 24, 62)
Action Plan for the Eradication of Abuse and Commercial Sexual Exploitation of Boys, Girls, and Adolescents (2009–2014)	Identifies the roles and responsibilities of government agencies and municipal representatives to eradicate commercial sexual exploitation of children.(10, 62)
Roadmap Towards the Elimination of Child Labor in the Dominican Republic	Outlines a plan to eliminate the worst forms of child labor in the country by 2015 and all other types of child labor by 2020.(2, 75) Designates the roles of various government agencies and sets targets and indicators for each area of responsibility, specifically poverty reduction, health, education, institutional coordination, awareness raising, and information sharing.(10) A lack of coordination between the various agencies and limited resources have hindered implementation of the Roadmap.(10)
National Development Plan (2010–2030)	Includes policies and programs that encourage families to keep their children out of the workforce and in school.(10)
National 10-year Education Plan and 5-year Strategic Plan	Coordinated and executed by the Ministry of Education, these plans include child labor provisions.(45, 76)
Quality Education for All (END)*	Specific objective to provide quality, universal education through middle school, including to students without identity documents and with disabilities.(62)
National Plan on Gender Equality (2006–2016)*	Promotes child care for working mothers so that children do not have to be in the workplace.(63)
National Anti-Poverty Plan	Includes child labor provisions to protect children from exploitation.(2, 25, 63)
Government Plan (2012–2016) under President Medina	Focuses on the development of 400,000 new jobs and integrates the elimination of child labor.(10)

\*The impact of this policy on child labor does not appear to have been studied.

However, there are insufficient resources allocated to implement child labor elimination strategies. Moreover, a 2010 ILO evaluation suggested that additional personnel are needed to implement the national child labor elimination strategies, but there is no evidence that such personnel have been hired since then.(77)

The National 10-year Education Plan and 5-year Strategic Plan have identified educational challenges, including inadequate classroom space, insufficient classroom time, and inadequate strategies to address the special educational needs of children who are behind in school because of work.(43, 73) Deficiencies in the national education system have also been identified as contributing to children's engagement in the worst forms of child labor.(10, 31, 54, 78-81) UNESCO has reported that the percentage of children completing primary school has been declining and that the country is not likely to meet the Education for All goal of universal primary enrollment by 2015.(78, 80, 82) Furthermore, a short school day prompts some parents to take their children to work rather than leave them unattended outside of school hours.(83) In 2013, the Government's budget allocated 4 percent of national GDP for primary and secondary education, an increase from 2.4 percent in 2011. Plans for the increased budget include constructing 29,000 additional classrooms, extending school hours nationwide, providing breakfast, improving teacher training, and raising the quality of education. However, these plans have not been fully implemented.(2, 20, 54, 84-88)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of the Dominican Republic participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

# Dominican Republic

## MINIMAL ADVANCEMENT

**Table 8. Social Programs to Address Child Labor**

Program	Description
Progressing with Solidarity‡	Government program with conditional cash transfers to promote the well-being of families living in extreme poverty through an integrated approach. Aims to increase the number of students who attend school and to reduce child labor by requiring that child beneficiaries attend school regularly and that parents protect their children from the worst forms of child labor. Assists the families of poor children ages 4 to 21 through the provision of funds for school supplies and food.(45, 62-64, 82, 89, 90) The Government reported in 2013 that 778,606 children and adolescents benefited from at least one of the components of the program.(10, 62) More than 288,000 beneficiaries received monetary assistance to attend school, which was up from approximately 212,000 in 2012.(91) In June 2013, the ILO and Dominican Vice President announced a project to withdraw 38,000 beneficiaries of the program from child labor; this action supports the 2012 letter of agreement between the Vice President and the ILO to remove 100,000 children from exploitative work over the next four years.(92-94)
Youth Development and the Youth and Employment Projects*	Government projects supported by the World Bank and the Chilean Government that improve the employability of disadvantaged, at-risk youth through training and internship opportunities to promote entrepreneurial and job-related skills.(58, 64, 83) Offers training courses in 10 provinces throughout the country. A total of 942 youth ages 14 and older have received entrepreneurship training. Of the 901 youth who finished the course, 42 percent are employed or have their own businesses; the others are waiting for microcredit through a government small business program (PROMIPYME).(62)
At-Risk Youth Initiative*	USAID-funded project to protect youth from crime and promote access to education, including through participation in afterschool programs (Spaces for Growth) and other social services.(95)
Let's Work for Our Rights Project†	\$10 million USDOL-funded, 4-year project awarded to Catholic Relief Services to reduce child labor and improve respect for labor rights and working conditions in the agriculture sector, including sugar. Targets more than 18,000 children for provision of educational services and almost 6,000 households for provision of livelihood services.(96) <sup>1</sup>
Child Labor Elimination Project	\$9.4 million multi-year regional project implemented funded by the Government of Spain and implemented by the ILO-IPEC that aims to eradicate child labor in 18 countries in Latin America, including in the Dominican Republic.(97-100)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, including the Dominican Republic, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in the Dominican Republic and improve the evidence base on child labor through data collection and research.(101)
Child Domestic Work Awareness-raising Campaign	SET and ILO child labor eradication campaign launched in 2013 that supports reaching the goals outlined in the Roadmap with an emphasis on the elimination of child domestic work.(62)
Awareness-raising Campaign on Child Labor	SET and the Foundation for Peace and Democracy (FUNPADEM) public awareness-raising campaign to mobilize communities to report cases of child labor, launched in January 2014.(62, 66)
"Line 700" Hotline*‡	Office of the First Lady's free hotline to enable citizens to report cases of child labor, in addition to child abuse.(62) From January through September 2013, more than 700,000 calls were received.(62)
Extended School Day‡	Ministry of Education pilot program to extend school hours to a full day (8 a.m. to 4 p.m.) in order to improve educational achievement and reduce child labor.(10, 20, 25, 102)
Spaces for Growth and Homework Rooms‡	Government afterschool programs that seek to prevent children from working by keeping them in a creative learning environment outside of normal classroom hours.(2, 20, 45, 64, 103)
Spaces for Hope*	Government early educational centers to promote integrated attention and positive stimulation to pre-school aged children. During 2013, the Government increased funding for early childhood development, including the operation of 71 Spaces for Hope.(10, 62, 104)
Childcare Facilities*‡	Government childcare facilities to provide comprehensive attention to children under age 5 of adult workers. In 2013, SET worked to build the capacity of these facilities.(62)
Presidential Microcredit Initiative*‡	Government program to provide microcredit to small businesses in the disadvantaged regions in order to increase employment and provide improved livelihoods for families.(10)
Literacy Campaign†	Government major literacy campaign instituted in 2013 to promote the importance of education among families.(10, 105)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of the Dominican Republic.

<sup>1</sup>Implementation has been delayed due to governmental opposition to project activities in the sugar and banana sectors.

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(106)

A study commissioned by the IDB indicated that the Progressing with Solidarity Program increased school enrollment and attendance among beneficiaries.(64, 99) Another study indicated an increase in beneficiaries' abilities to read and write.(62) An evaluation conducted in the province of Montecristi showed a decline in child labor among program beneficiaries compared to a control group in the same province.(62) However, the Progressing with Solidarity Program requires participants to present identification documents in order to access program benefits, which would limit the participation of those individuals lacking such documentation, many of whom are the most vulnerable to child labor.(20)

While the Government has committed to expanding the Spaces for Growth model, it has not yet allocated the resources needed to scale-up and sustain the program.(45, 77, 107)

Despite the efforts described above, current programs do not appear to be sufficient to adequately address the extent of the worst forms of child labor in the Dominican Republic, particularly the commercial sexual exploitation and harmful work in agricultural areas.(26) Further, there are insufficient efforts to reduce the demand for child sex tourism. In addition, governmental assistance to trafficking victims is minimal and inadequate, with civil society organizations as the principal service providers assisting trafficking victims.(10, 26)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Dominican Republic (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Correctly interpret and apply the law to allow all children without birth certificates to enroll in primary and secondary education and obtain high school diplomas.	2011 – 2013
	Publish statistics on inspections conducted, including by type and by sector, violations identified, penalties imposed and collected, and prosecutions and convictions for criminal child labor violations, including its worst forms.	2009 – 2013
	Strengthen the enforcement of labor provisions that establish 14 as the minimum age for legal employment, limit the workday to 6 hours for children under 16, and ban dangerous and unhealthy work for children under 18 by:	
	■ Establishing a system to verify the age of young workers in order to protect children without birth certificates or other legal documentation from exploitation;	
	■ Determining whether the inspection ratio for each SET inspector is appropriate to ensure appropriate quality and scope of inspections;	2012 – 2013
	■ Allocating adequate resources for inspectors to conduct inspections on a regular basis; and	
	■ Following the Ministry of Labor's 2008 General Inspection Protocol and 2011 Inspection Protocol for Agriculture when conducting inspections and providing related training for labor inspectors on methods and best practices for identifying child labor.	
	Ensure that the two-tiered inspection system does not restrict the Ministry of Labor's ability to enforce its laws prohibiting child labor.	2013
	Disaggregate statistics on trafficking in persons and smuggling and disaggregate for cases involving children.	2012 – 2013
	Improve coordination between the Ministry of Labor and Attorney General's Office to ensure violations are effectively investigated and prosecuted.	2013
Coordination	Ensure the CDN and local and municipal committees have sufficient resources to effectively coordinate efforts to address child labor.	2013



# Dominican Republic

## MINIMAL ADVANCEMENT

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Take measures to protect all children without birth certificates from exploitation, and in particular, enable access to and completion of education.	2009 – 2013
	Allocate additional personnel to support national plans and strategies to combat the worst forms of child labor.	2009 – 2013
	Address deficiencies in the education system, increase school enrollment and meet Education for All goals, and continue to take additional steps to reverse the decline in the percentage of students completing primary education.	2011 – 2013
	Further expand implementation of existing plans to use the increased budget for education to add classroom space, increase the amount of time that students are in school, improve teacher training, and raise the quality of education.	2010 – 2013
	Assess the effectiveness of the Ministry of Education's extended school hours pilot program on reducing the worst forms of child labor and scale-up, as appropriate.	2011 – 2013
	Assess the impact that existing policies may have on child labor.	2013
Social Programs	Eliminate the requirement that individuals present Dominican identification documents to participate in social programs intended to combat child labor, including in the Progressing with Solidarity program.	2012 – 2013
	Allocate additional resources to scale up and sustain programs to eliminate child labor, such as the Spaces for Growth and Homework Rooms, in more sectors and additional regions, including in agricultural areas and in tourist regions where commercial sexual exploitation is prevalent.	2009 – 2013
	Further expand social protection programs and increase access to them by more impoverished families that rely on child labor, particularly in commercial sexual exploitation and agriculture.	2010 – 2013
	Assess the impact of the Government's social programs, in particular, the Youth Development and the Youth and Employment Projects, on child labor.	2012 – 2013
	Increase awareness raising and other strategies to reduce child trafficking and the demand for child sex tourism, and provide services to child trafficking victims.	2009 – 2013

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# Dominican Republic

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*In 2013, Ecuador made a significant advancement in efforts to eliminate the worst forms of child labor. The Government also launched the Unified Child Labor Registration System (SURT) and prioritized eradicating child labor in agriculture as well as street begging. It increased the number of Grants for Human Development beneficiaries to 1.5 million families. It also increased the budget for labor inspections by 42 percent, and conducted a child labor survey that included domestic child labor. In addition, the Government issued a decree requiring that all Government procurement contracts with the private sector include a provision prohibiting the use of child labor.*

*However, children in Ecuador continue to be engaged in child labor, including in agriculture and street work. Ecuador still faces resource constraints that prevent labor inspectors from conducting inspections and enforcing child labor laws.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ecuador engage in the worst forms of child labor in agriculture and street work. Indigenous children are particularly vulnerable to involvement in child labor.(1-3) Table 1 provides key indicators on children's work and education in Ecuador.

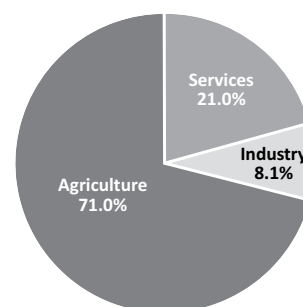
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	2.7 (75,689)
Attending School (%)	5-14 yrs.	96.9
Combining Work and School (%)	7-14 yrs.	2.4
Primary Completion Rate (%)		110.9

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Empleo, Desempleo, y Subempleo, 2011.(5)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of bananas,† palm oil,*† coca cultivation,*† timber,*† and flowers† (2, 6-14)
	Raising livestock* (11, 15)
	Fishing,*† activities unknown (6, 11, 15, 16)
Industry	Gold mining† and small-scale mining† (2, 3, 9, 12, 14, 16, 17)
	Production of brick† (9, 12, 14, 17-19)
	Construction, activities unknown† (3, 15, 20, 21)
Services	Domestic service in third party homes† (2, 22-24)
	Unpaid household service (3)
	Street work, including shoe shining,*† selling newspapers,*† and street vending*† (2, 10, 16, 17, 23, 25)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (13, 23, 26)
	Work as drug mules† (2)
	Forced begging (24, 27-29)
	Recruitment of children by Colombian non-state armed groups* (13, 24, 30-33)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Used in production of pornography* (10, 12)
	Domestic service, street vending, begging, and work in unknown sectors, sometimes as a result of human trafficking* (2, 21, 23, 24, 26, 34-42)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

During the reporting period, the Government released the results of the Child Labor Survey. The Survey indicates that 359,597, or 8.56 percent, Ecuadorian children and adolescents between the ages of 5 and 17 work. Data from this survey were not analyzed in time for inclusion in the table above.(3, 43) The number of children and adolescents working is higher than the number of children and adolescents reported working in Ecuador in 2010 (269,881). The survey also includes domestic housework over 14 hours a week which was not counted in 2010.(3, 43) Children, mostly girls, who do household chores for more than 14 hours a week, Monday through Friday, are often the most vulnerable because they perform work activities behind closed doors.(3) According to the survey, 75 percent of the children and adolescents who worked in 2013 also attended school. This number reflects an increase of 25 percent from the 2010 survey.(43) Cotopaxi Province, located in the central highlands, has the highest percentage of children working.(44) The survey shows that children work predominantly in agriculture and street begging.(3)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Ecuador has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Constitution; Childhood and Adolescence Code (10, 45, 46)
Minimum Age for Hazardous Work	Yes	18	Childhood and Adolescence Code (10, 46-48)
List of Hazardous Occupations Prohibited for Children	Yes		Resolution No. 016 of 2008 (47)
Prohibition of Forced Labor	Yes		Constitution; Penal Code (10, 45)
Prohibition of Child Trafficking	Yes		Constitution; Penal Code (10, 45, 49)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Constitution; Penal Code (10, 45, 49)
Prohibition of Using Children in Illicit activities	Yes		Constitution; Penal Code (10, 45)
Minimum Age for Compulsory Military Recruitment	N/A*		Constitution (45, 50)
Minimum Age for Voluntary Military Service	Yes	18	Constitution (45, 50)



**Table 4. Laws and Regulations Related to Child Labor(cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	15	Organic Intercultural Education Law; Constitution (10, 12, 45)
Free Public Education	Yes		Organic Intercultural Education Law; Constitution (10, 12, 45)

\* No conscription or no standing military.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor Relations (MRL)	Monitor child labor, conduct labor inspections at work sites, and enforce child labor laws. Administer sanctions against companies found using child labor.(10) The MRL also has a system to collect fines.(7)
Attorney General's Office (AGO), Ministry of Justice (MoJ)	Enforce criminal laws against child labor, commercial sexual exploitation, and trafficking.(6, 10, 12)
Ministry of Interior (MOI)	Oversee and evaluate all police actions, including those of the country's Anti-Trafficking Police Unit (ATU) and the National Police Unit for Crimes against Children and Adolescents (DINAPEN).(24) The ATU investigates trafficking cases, rescues victims, and arrests traffickers.(7, 10) These police units have dedicated officers for victims and witness protection in each province.(43)
National Directorate of Specialized Police for Children and Adolescents (DINAPEN)	Investigate all crimes against children, including abuse, sexual exploitation, sex tourism, smuggling, kidnapping, illegal confinement, disappearance, exploitative and forced labor, use of children in the drug trade, and abandoned children.(43)
Office of the Public Prosecutor	Conduct investigations and try cases of child sex trafficking, child forced labor, commercial sexual exploitation and child pornography.(10, 25)
Ministry of Education	Provide immediate educational services for victims of child labor.(51)
Ministry of Economic and Social Inclusion (MIES)	Provide remediation services to child laborers and their families.(51) MIES has a "Special Protection Unit" to work with children who are victims of abuse, trafficking, exploitative child labor, and sexual abuse of all types. Runs seven protection centers staffed by social workers, doctors, psychologists, and educators.(43)

Law enforcement agencies in Ecuador took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor Relations (MRL) employed 262 people nationwide in the inspection unit, including a dedicated child labor inspector in each province. This overall number was a decrease from 280 in 2012.(43) The total budget in 2013 for labor inspections related activities was \$857,000, an increase of 42 percent from 2012.(10, 43) The MRL acknowledged that the amount of funding was still insufficient.(43) Between January and November 2013, labor inspectors conducted approximately 27,169 inspections for all types of labor violations, versus 23,773 for the entire year in 2012, and found that 1,345 children were engaged in child labor, compared to 223 children in 2012.(10) As a result, the MRL removed the 1,345 children in question, provided them with services, and issued 56 fines.(10, 43, 52) Of the 24 fines issued in 2012, three had been collected as of January 2013.(10, 43) Between January and November 2013, the MOL reported that it collected 39 out of 56 fines imposed in 2013, for a total of \$42,996.(43) All labor inspectors received training about the laws and the enforcement of laws related to child labor. In addition, an online child labor training program and reference materials were made available to inspectors.(43) During the reporting period, the MOL began providing inspectors with computer tablets so that they could access online materials from the field.(43) The Government has a protocol in place to provide immediate access to social protection programs to working children and adolescents who are found during inspections.(53)

The Labor Code authorizes labor inspectors to conduct inspections at workplaces, including factories, workshops, workers' homes, and any other work establishments, when they consider it appropriate or when employers or workers

request an inspection.(48) In addition, under an agreement between the MRL and the Ministry of Mines and Energy, labor inspectors can enforce child labor laws in mining activities and impose sanctions for violations.(12)

### *Criminal Law Enforcement*

In 2013, the Anti-Trafficking Unit (ATU) of the National Police had 27 agents based in Quito.(43) The National Directorate of Specialized Police for Children and Adolescents (DINAPEN) had approximately 600 agents nationwide to handle all crimes against children.(10) Also in 2013, the Ministry of Justice (MoJ), DINAPEN, and the ATU sponsored training for police on themes of child labor and trafficking in persons.(43)

In 2013, DINAPEN investigated 73 cases involving the worst forms of child labor, a decrease from 86 in 2012. During the reporting period, 41 individuals were arrested for child sexual exploitation and three individual for child labor exploitation.(43) DINAPEN, ATU, and the MRL removed 1,397 children from labor exploitation, sexual exploitation, child trafficking, street begging, and membership in guerillas, up from 300 in 2012.(43) During the reporting period, ATU conducted 72 investigations on the worst forms of child labor, sex trafficking, and forced labor of adults.(43) ATU arrested five persons for child sexual exploitation. Six convictions for sexual trafficking and one for labor trafficking were reported by DINAPEN during 2013.(43) The seven convicted persons are all serving sentences, yet no information was available about the length of the sentences.(43)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Interagency Committee for the Elimination and Prevention of Child Labor (IAC)	Coordinate efforts to combat child labor in Ecuador under the Program to Eradicate Child Labor (PETI).(6, 12) Includes several ministries as well as provincial and municipal governments. Systematically document the elimination of child labor in priority sectors and develop guidelines so that the strategy can be replicated in other sectors in which children work.(7, 54-57) MIES coordinates the actions of all the institutions involved to combat child labor.(51, 57)
National Council for Children and Adolescents (CNNA)	Monitor child labor eradication policy at the national and local levels.(6, 10, 51, 58)
Local Autonomous Governments	Participate in coordinating the mechanisms to combat child labor. Mayors are accountable for ensuring that children are not found working, or they face a fine.(51)
Unified Child Labor Registration System (Surti)	Used by agencies within the IAC to provide appropriate services to working children.(52)

During the reporting period, the IAC, through the PETI program, launched the Unified Child Labor Registration System (Surti). The system will alert and allow agencies within the IAC to provide appropriate services to children registered in the system.(52) In addition, the IAC launched the national public awareness campaign “A child who works loses more than he earns.” The campaign included ads on billboards, short films, and radio spots across the country.(52)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ecuador has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
2005-2013 National Plan for the Progressive Elimination of Child Labor	Seeks to mainstream child labor eradication and prevention into social programs and to coordinate efforts between Government, private sector, and civil society. This is the main policy instrument to combat child labor.(59)
National Plan to Combat Human Trafficking, Sexual and Labor Exploitation, and other Forms of Exploitation	Guides efforts to prevent, investigate, and impose legal sanctions for human trafficking, commercial sexual exploitation, and other forms of abuse as well as protect and restore the rights of victims of these crimes.(60)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Ecuador Without Child Labor	Seeks to increase efforts to eradicate child labor by improving data collection, strengthening labor inspections, and carrying out awareness-raising activities in 150 municipalities.(61-63) Various government agencies work with the private sector and other actors to address child labor in brickmaking, fishing, street work, and markets.(53) The Government signed an agreement with the agriculture, flower, livestock, and construction sectors to coordinate actions and promote joint programs for the elimination of child labor in those sectors.(53, 55) In addition, MIES entered into 206 agreements with local governments and organizations throughout the country to help up to 41,000 children by increasing assistance to children and families and improved protection and shelter to trafficking victims.(43)
Agenda for the Equality of Children and Adolescents in Ecuador	Outlines strategies to assist children and help their families overcome poverty, remove children from work, and prevent children from entering the workforce.(10, 64) This Agenda also outlines specific goals for the Government of Ecuador to eradicate the worst forms of child labor, such as by having a dedicated child labor inspector in each province.(64)
National Plan for Good Living	Seeks to improve living conditions for all citizens and promote social inclusion and decent work.(65) Eradicating child labor and providing access to decent work for adolescents of legal working age are guiding policies under Objectives Two and Nine of the National Plan, which was renewed to cover the period from 2013 to 2017.(65)
10-year National Plan for the Comprehensive Protection of Children and Adolescents	Seeks to protect the rights of children and adolescents. Under Objective 18, for children between the ages of 6 and 12, the plan addresses the eradication of child labor and hazardous child labor.(66) For adolescents between the ages of 12 and 18, Objective 26 focuses on protection against commercial sexual exploitation, and Objective 27 focuses on the eradication of hazardous work and prevention of labor exploitation.(66)
Social Agenda for Children and Adolescents	Aims to ensure, as part of the main objectives of the Agenda, that the rights of children are protected and that they are prevented from performing hazardous labor. It also sets out to reinforce the protection of children against exploitative labor as set out in the Child and Adolescent Code.(67)

During the reporting period, the Government released the results of the First Child Labor Survey (ENTI 2013). It also prioritized eradicating child labor from agriculture and street begging, and pledged to continue working toward eliminating child labor throughout the country.(10, 23, 43, 53-56, 58, 68)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Ecuador funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Grants for Human Development‡	Ministry of Economic and Social Inclusion conditional cash transfer program that supplements household income. It also targets vulnerable families and conditions payments on keeping children under age 15 in school and taking them for medical checkups.(9, 10, 69-71) The payments assisted 1.5 million families in 2013.(43) Working children whose families receive the Grants for Human Development are more likely to stay in school rather than work, particularly children ages 11 to 15.(71-73)
National Program to Combat Child Begging‡	Government awareness-raising program in origin and receiving communities that send and receive child beggars.(7, 27, 61, 74) Although the Government has not eliminated child labor in begging, reports indicate that there has been a significant reduction in child begging over the last 3 years.(10)
School Meals Program*‡	Government program that provides free meals to 1.6 million school children across the country.(7, 74)
Business Network for a Child Labor Free Ecuador‡	Initiative that seeks to gain commitment from participating industries to promote the prevention and elimination of child labor in their supply chains. By 2013, 27 businesses had joined, up from 14 in 2012.(52, 75, 76) Businesses participating in the program, have three commitments: zero tolerance of child labor, conduct a supply-chain analysis to determine if there is child labor, and develop strategies to prevent and eradicate child labor in the supply chain.(76)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year multi country education and monitoring program for the eradication of child labor.(77)
Eradication of Child Labor in Latin America	\$4.5 million Government of Spain-funded, 3-year multi-country project for the eradication of child labor.(77)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Project for the Reduction of Child Labor through South-South Cooperation in Ecuador	\$700,000 Government of Brazil-funded, 4-year project to support exchange of good practices to combat child labor through South-South Cooperation.(77)
Support to the Partnership Program to Prevent and Eliminate Child Labor in the Americas.	\$2.2 million Government of Brazil-funded, 4-year project to support exchange of good practices to combat child labor between Paraguay, Bolivia, Ecuador, and Timor-Leste.(77)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016; established by the Hague Global Child Labor Conference in 2010. In Ecuador, the project aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor. The project also aims to strengthen legal protection of and social service delivery for child domestic workers.(78)
Combating WFCL Promoting Horizontal Cooperation in South America (Bolivia, Brazil, Ecuador, and Paraguay)	\$6.75 million USDOL-funded, 4-year project implemented by ILO-IPEC regional project to promote collaboration across four countries (Bolivia, Brazil, Ecuador, and Paraguay) to combat the worst forms of child labor among the most socially excluded populations, including indigenous children and Afro-descendants.(79) The project, which began in 2009, aims to rescue 6,600 children in the four target countries from the worst forms of child labor through education interventions. It also supports capacity-building of government and civil society organizations, raises awareness, and conducts research.(79)
Building Effective Policies against Child Labor in Ecuador and Panama	\$3.5 million USDOL-funded, 4-year project implemented by ILO-IPEC to strengthen policy and enforcement of child labor laws as well as occupational health and safety services.(80) The project also promotes lesson sharing between Panama, Ecuador, and other countries. In Ecuador, the project is piloting efforts to address the link between child labor and disabilities.(80)
Educafuturo Project	\$6.5 million USDOL-funded, 4-year project implemented by Partners of the Americas to combat the worst forms of child labor among the most vulnerable populations, including Afro-descendants, migrants, and indigenous children, by providing them with educational and livelihood services in Ecuador and Panama.(81) The project also promotes lesson sharing between Panama, Ecuador, and other countries. In Ecuador, the project is piloting efforts to address the link between child labor and disabilities.(81) The Project targets approximately 2,000 children and 1,000 households.(81)
Project to Combat Human Trafficking and Exploitation	INFA program to assist children who are engaged in child labor or who are victims of trafficking and commercial sexual exploitation works closely with law enforcement officials to protect children and provide social services at 86 INFA centers across the country.(7, 10, 12) Additionally, the Government of Ecuador works with four NGOs to provide services to child victims of trafficking. These services include shelter, food, job training, legal assistance, and physical and psychological medical care.(25) The Government continues to receive technical support from international organizations to combat trafficking in persons.(82, 83)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Ecuador.

The Government has partnered with NGOs to combat child labor by raising awareness in local communities and providing educational opportunities to children, particularly indigenous children, who work or are at risk of working.(7, 10, 84) Despite these efforts, current programs do not appear to be sufficient to address the extent of the worst forms of child labor in Ecuador, particularly in agriculture and street work.(3)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ecuador (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Allocate sufficient resources to ensure that labor inspectors are able to conduct inspections and enforce child labor laws.	2009 – 2013
Social Programs	Support local governments in monitoring child labor in new priority sectors following the protocol established in landfills and slaughterhouses.	2010 – 2013
	Assess the impact that the School Meals Program may have on reducing child labor.	2011 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
	Conduct research to determine the activities carried out by children working in unknown sectors as a result of trafficking to inform policies and programs.	2013
	Expand child labor programs that particularly target the worst forms of child labor in agriculture and street work, and in areas with recently documented high rates of child labor, such as Cotopaxi Province.	2009 – 2013

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*In 2013, Egypt made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the 2014 Constitution, which establishes a new minimum age for work that is harmonized with the compulsory education age and prohibitions on the commercial sexual exploitation of children and hazardous work for children under the age of 18. Implementing legislation will be necessary in order for these protections to take effect. The National Council for Childhood and Motherhood increased its efforts to combat trafficking through training and awareness raising activities. Finally, the Government started to participate in an EU-funded program with an \$81.5 million component designed to provide access to education for children vulnerable to entry into child labor. However, children in Egypt continue to engage in child labor, including in agriculture and domestic service. The Government has not addressed gaps in its legal and enforcement framework to protect children.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Egypt are engaged in child labor, including in agriculture and domestic service.<sup>(1)</sup> Data from the 2010 National Child Labor Survey indicate that 55 percent of all child laborers work in agriculture. Boys are three times more likely to engage in child labor.<sup>(1)</sup> Table 1 provides key indicators on children's work and education in Egypt.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.7 (993,417)
Attending School (%)	5-14 yrs.	88.1
Combining Work and School (%)	7-14 yrs.	6.3
Primary Completion Rate (%)		107.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(2)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2005.<sup>(3)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Picking cotton (4-7)
	Caring for livestock† (4)
	Fishing,* activities unknown (4, 8)
Industry	Quarrying limestone† (5, 6, 9)
	Making bricks* (5, 10)
	Construction, activities unknown (9, 11)
Services	Domestic service (12-16)
	Work in automobile workshops (5, 10)
	Street work, including selling goods, begging, shining shoes, collecting garbage, and carrying goods (6, 9, 13, 16-20)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Domestic service, agricultural labor, and commercial sexual exploitation, as a result of human trafficking (15-17, 19-22)
	Forced begging (16, 22, 23)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Anecdotal reports indicate that the poor economic situation in Egypt led to an increase in the number of children working on the streets in 2013.(22) Some working children are also trafficked internally, primarily to urban centers and tourist destinations. Children who are trafficked internally are involved in domestic service, agricultural labor, and commercial sexual exploitation.(15, 17, 19-21, 24) Street children are especially vulnerable to internal trafficking for begging or commercial sexual exploitation.(23, 24)

Cases of commercial sexual exploitation of children have been reported in a number of governorates, including Cairo, Alexandria, and Luxor.(21, 24, 25) In return for payments, parents give their young daughters into “temporary (or summer) marriages” to wealthy foreign men, mostly from Gulf countries.(17, 20, 21, 23, 24, 26-28)




The ongoing political transition in Egypt, heightened by an economic crisis, and recurring periods of violence, has increased children’s vulnerability to child labor, including hazardous child labor. This situation has also hampered the development of policies by the Government to address the worst forms of child labor.(6, 21, 28)

Costs associated with school attendance and cultural practices keep many children out of school. The costs of school fees, books, and uniforms are prohibitive for lower income families. This causes some children to drop out of school or, most often in the case of girls who face certain cultural barriers, results in their parents not sending them to school in the first place.(18, 29, 30)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Egypt has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 64 of the Child Protection Law (6)
Minimum Age for Hazardous Work	Yes	18	Ministry of Manpower and Migration’s (MOMM) Decree 118 (31)
List of Hazardous Occupations Prohibited for Children	Yes		MOMM Decree 118 (31)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 12 of the Constitution (32)
Prohibition of Child Trafficking	Yes		Article 291 of the Child Protection Law; Penal Code; Civil Status Law (19, 33, 34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 291 of the Child Protection Law; Penal Code; Civil Status Law (19, 33, 34)
Prohibition of Using Children in Illicit Activities	Yes		MOMM Decree 118 (31)
Minimum Age for Compulsory Military Recruitment	Yes	18	Military and National Service Act (1980) (35, 36)
Minimum Age for Voluntary Military Service	Yes	16	Military and National Service Act (1980) (35, 36)
Compulsory Education Age	Yes	15	Child Protection Law (33)
Free Public Education	Yes		Child Protection Law (33)

The Egyptian Constitution was passed by referendum in January 2014.(6, 32) The Constitution prohibits trafficking and forced labor, and expands the rights of children, including establishing a new right to free early education in a childhood center until age 6. However, legislation implementing the forced labor protection has not been enacted. Article 80 of the Constitution sets a minimum age for work that is harmonized with the compulsory education age, prohibits hazardous work by children under the age of 18, and calls for the protection of children from all types of commercial and sexual exploitation.(6, 32) The new Constitution also requires the state to allocate a minimum of 4 percent of GDP to education.(32) Enforcement and implementation of Article 80 is pending the passage of new or amended legislation. Until then, existing laws on child labor remain in effect.(6)

The Child Protection Law sets the minimum age for regular employment at 15, and at 13 for seasonal employment.(6) The Unified Labor Code allows children as young as 13 years old to work as apprentices.(6, 37, 38) The Unified Labor Code limits the hours children can work and mandates that they be allowed shift breaks. However, children working in domestic work, in family businesses, and in agriculture are excluded from coverage by the Unified Labor Code.(37)

The Ministry of Manpower and Migration's (MOMM) Decree 118 bars children under age 18 from 44 occupations and certain dangerous work activities; however, some dangerous tasks that children perform are not explicitly prohibited by this decree, particularly in the agriculture and domestic service sectors. For instance, although children are prohibited from preparing or spraying pesticides, they are not prohibited from working in fields just after pesticides have been applied.(4, 29) Decree 118 also prohibits children under age 16 from performing work that exposes them to physical, or sexual exploitation, or to chemical, biological, or mechanical dangers; but it does not define these terms.(31) These protections do not apply to children ages 16–17.

The Child Protection Law provides for compulsory and free education at the primary and secondary stages of education (known in Egypt as “preparatory”), which amounts to a total of 9 years, from approximately ages 6 to 15, depending on when a child starts school.(11, 33)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
MOMM	Enforce child labor laws and regulations, including receiving child labor complaints and sending labor inspectors to investigate them.(6, 39)
Ministry of the Interior and Prosecutor General's Office	Enforce laws and regulations prohibiting trafficking and commercial sexual exploitation of children. Refer relevant cases to National Council for Childhood and Motherhood (NCCM).(6, 28, 39)
Ministry of Justice	Prosecute employers of children found in violation of the Unified Labor Code.(6)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
NCCM; Ministry of Local Administration and Development	Enforce child protection laws.(30)

Law enforcement agencies in Egypt took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

Labor inspectors from MOMM have the authority to inspect businesses, industrial facilities, and commercial agricultural enterprises to ensure legal compliance with child labor regulations, including those related to its worst forms.(6, 39) There is no enforcement mechanism to protect children working on private noncommercial farms, in unregistered businesses, or in private homes as domestic workers.(9)

MOMM's primary way of responding to child labor is by using a child labor complaints mechanism. When the child labor complaint is filed a labor inspector responds to the violation.(6) MOMM employs more than 500 labor inspectors, all of whom can inspect workplaces for child labor violations.(6) The budget for labor inspections is not publicly available.(6) During 2013, MOMM conducted inspections specifically for child labor in 6,732 workplaces, of which 1,466 sites were found to employ a total of 9,268 children, in violation of the law. MOMM reportedly issued warnings to all workplaces found in violation.(6) In response, 1,400 workplaces complied with the warning and ceased the illegal employment of children. The remaining 66 workplaces were referred to the Prosecutor General's office, and the courts ordered all 66 employers to pay a fine of \$72 per illegally-employed child, according to government officials.(6) MOMM reported that the number of labor inspectors and of labor inspections is not enough to address the magnitude of child labor in Egypt.(6) MOMM did not provide information on the number of children assisted or removed as a result of the investigations.(6)

The National Council for Childhood and Motherhood (NCCM) provided technical and financial support to train MOMM labor inspectors on child labor. In addition, MOMM provided 300 small "in-house" training programs for 400 labor inspectors on Egypt's commitments to child labor, the national legislative framework, and policies on child labor.(6)

MOMM conducted training and provided equipment to authorities to support the operation of a child labor monitoring database that will track children working, or at risk of working, in the worst forms of child labor. According to MOMM, the database will be launched in 2014.(28, 30, 40)

### *Criminal Law Enforcement*

In 2013, there were 10 ongoing trafficking investigations and prosecutions of trafficking offenders under the 2010 Combating Human Trafficking law; half of the investigations involved forced child labor.(22)

IOM, in coordination with NCCM, conducted anti-trafficking training for 4,650 officials, including 550 prosecutors and judges.(22) Reports indicate that, because of this training, the number of trafficking victims being treated as criminals decreased.(22)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Coordination Committee (NCC) on Preventing and Combating Trafficking in Persons	Coordinate efforts to combat human trafficking, including women and children. Led by the Deputy Minister of Justice with committee members from the Ministries of Justice, Interior, the General Intelligence Service, and Councils for Human Rights, Childhood and Motherhood, and Women.(6, 22, 41)



**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
NCCM	Focal point for the National Protection Program, which identifies and monitors children at risk, including those vulnerable to exploitative labor.(39, 42) Oversees a committee comprising various ministries, international agencies, and civil society organizations to address the issue of domestic workers.(43, 44)
Child Protection Committees	Coordinate child protection efforts at the local level. Organized at the governorate level, with subcommittees at each police station.(34, 39, 45)

In 2013, oversight of the National Coordination Committee (NCC) was transferred from the Ministry of Foreign Affairs to the Ministry of Justice and now reports directly to the Prime Minister. This realignment is meant to assist with the prosecution of traffickers.(22)

In 2009, MOMM organized a national committee to coordinate government efforts to combat the worst forms of child labor and develop a national action plan to eliminate child labor.(39) The committee has been inactive since 2011 and, due to the political transition, did not meet during the reporting period.(28) Child protection committees are currently operating in 15 of Egypt's 27 governorates; other subcommittees are operating at the district level.(30)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Egypt has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
First National Strategy for the Elimination of Child Labor*	Aims to identify vulnerable children and remove them from child labor.(39, 45)
National Plan of Action Against Human Trafficking*	Currently in draft form, the plan prioritizes and coordinates activities to combat human trafficking and identifies the relevant Ministries responsible for their execution.(22, 46) The Plan includes a victim assistance fund and a statistical data management system and prioritizes combating the trafficking of street children.(21)

\*The impact of this policy on child labor does not appear to have been studied.

During the reporting period, the political situation impeded progress towards the finalization of a national action plan to implement the First National Strategy for the Elimination of Child Labor.(30)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Egypt funded and participated in programs that aim to, or may contribute to, the elimination or prevention of child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Socio-Economic Development and Civil Society Support Program‡	\$123 million EU-funded program with a \$81.5 million component to enhance access to education for children, especially girls, in order eliminate child labor in the poorest areas of Egypt.(47, 48) Will target 90,000 children, support 3,800 community based schools, provide families of targeted children with vocational training and link them to social protection schemes.(48)
Combating the Worst Forms of Child Labor through Education and Livelihood Interventions in Egypt	USDOL-funded, 4-year, \$9.5 million project to provide educational services for children engaged in or at risk of engaging in the worst forms of child labor in agriculture and enhanced livelihood opportunities for members of their households in Upper Egypt and the Delta region.(40, 49, 50) From April to September 2013, provided educational services to 2,748 children at risk of or engaged in the worst forms of child labor and economic strengthening services to 1,263 mothers.(51)
Shelters for Street Children	Program by NCCM, in cooperation with NGOs that operates shelters and provides support services to street children. A center for male street children is operated by a Belgian NGO and NCCM; the center provided services to 1,482 children during the reporting period.(22)
Child Rights Program‡	Program operated by UNICEF, in cooperation with the Government that aims to improve children's rights. Works to improve the quality and coverage of child protection services and programs to prevent violence against children.(52)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Child Help Hotline	NCCM-managed 24-hour child help hotline, which can be used to report cases of child exploitation.(19, 20, 22, 53)
Awareness Raising Campaigns*	NCCM program generating awareness of trafficking violations and victims services through teacher training, pamphlets, and advertising.(22)
Programs for Victims of Trafficking, including Care Centers and Shelters	Program by NCCM, the Ministry of Health, and NGOs providing two health centers and shelter for trafficking victims, including women and children.(20, 21, 24, 41, 54, 55) IOM, in cooperation with NCCM, provided protection and assistance to 177 trafficking victims.(22, 28)
Food Security Support*‡	Program by WFP, in cooperation with the Government, implementing a 4-year project that works to improve food security, nutritional status, and access to socioeconomic opportunities for 800,000 beneficiaries, including women, children, and vulnerable communities.(56-59)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program was launched during the reporting period.

There was no information available on the number of complaints, including the number that involved children exploited in child labor, to the Child Help Hotline. Research found no evidence of programs to address child trafficking through “temporary marriages.”(22)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Egypt (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact legislation to implement relevant provisions of the 2014 Constitution.	2013
	Harmonize national laws with international standards and the 2014 Constitution to protect children under the age of 18 from hazardous work.	2009 – 2013
Enforcement	Develop monitoring and enforcement mechanisms to protect children working as domestic servants, on private farms, or in unregistered businesses, all of which are currently outside the purview of the labor inspectorate.	2012, 2013
	Increase number of labor inspectors and number of child labor inspections to allow for effective investigations of child labor violations.	2012, 2013
	Ensure that data on government enforcement of trafficking in persons and commercial sexual exploitation of children, including data related to investigations of children sold into “temporary marriage,” are made publicly available.	2011 – 2013
Coordination	Ensure that the National Coordinating Committee is reactivated and operational during the current period of government transition.	2011 – 2013
Government Policies	Implement the First National Strategy for the Elimination of Child Labor.	2010 – 2013
	Adopt and implement policies to guarantee access to free public education for all children, including by addressing prohibitive costs of school fees and supplies that prevent many students from completing their education, particularly girls.	2010 – 2013
Social Programs	Expand programs to prevent and protect children from trafficking and sexual exploitation, including girls exploited through “temporary marriages.”	2010 – 2013
	Systematically assess the impact of existing social, education, and poverty reduction programs on child labor.	2010 – 2013
	Make publicly available information on the number of complaints, including the number that involved children exploited in child labor, to the Child Help Hotline.	2013

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*In 2013, El Salvador made a significant advancement in efforts to eliminate the worst forms of child labor. The Government increased the budget allocation for labor inspections, employed additional labor inspectors, and increased the number of inspections targeting child labor, as compared to 2012. The Government also conducted more investigations of crimes related to the worst forms of child labor than in 2012, and the Attorney General's Office increased the number of convictions for crimes involving the commercial sexual exploitation of children. The Government's National Council for Children and Adolescents passed a new National Policy for the Protection of Children and Adolescents for 2013 to 2023, which includes the objective of protecting children from the worst forms of child labor. In addition, in collaboration with the ILO, the Government launched a Web platform to more rigorously monitor progress in executing its main policy framework on child labor, the Roadmap to Make El Salvador Free from Child Labor and its Worst Forms. However, children in El Salvador continue to engage in child labor, including in agriculture and domestic service. Penalties for violations of child labor and human trafficking laws are insufficient to act as a deterrent, and law enforcement agencies still lack sufficient resources to enforce child labor laws.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in El Salvador are engaged in the worst forms of child labor, including in agriculture and domestic service. (1, 2) Table 1 provides key indicators on children's work and education in El Salvador.

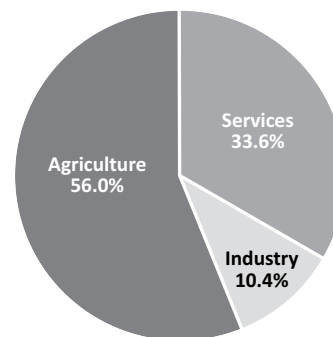
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.3 (84,927)
Attending School (%)	5-14 yrs.	92.2
Combining Work and School (%)	7-14 yrs.	6.2
Primary Completion Rate (%)		101.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Hogares de Propósitos Múltiples, 2011.(4)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting sugarcane† and coffee† (1, 2, 5)
	Fishing,*† including harvesting shellfish† (1, 2, 6, 7)
Industry	Manufacturing fireworks† (1, 2)
	Construction, activities unknown† (1, 2, 8)
	Garbage scavenging† (1, 2)
Services	Vending on the streets† and in markets† (1, 2, 7, 9)
	Street begging*† (1, 10)
	Domestic service† (1, 2)
	Repairing motor vehicles†* (8, 10)



# El Salvador

## SIGNIFICANT ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking* (1, 2, 11, 12)
	Use of children by gangs to perform illicit activities, including committing homicides and trafficking drugs* (1, 11, 13, 14)
	Forced begging and forced domestic service* (1, 2, 11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

A third party monitoring group has documented a decrease in the use of child labor in the sugarcane harvest every year since 2010.(5) In some cases, girls do not attend school because they have childcare responsibilities while their mothers go to work.(15) Child domestic servants working in third party homes are principally girls.(2) Victims of forced domestic service include migrant children, particularly from Nicaragua, Guatemala, and Honduras.(11) There are reports that children are recruited into gang activity while at school.(13, 14, 16) Though the Government regularly collects statistics on children’s work through its annual Multipurpose Household Survey, it has not conducted in-depth research on some hard-to-reach populations, such as children used in illicit activities.(17)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

El Salvador has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code; Article 38 of the Constitution; Comprehensive Protection of Children and Adolescents Law (LEPINA) (18-20)
Minimum Age for Hazardous Work	Yes	18	Labor Code; Article 38 of the Constitution (18, 19)
List of Hazardous Occupations Prohibited for Children	Yes		Agreement 241 of 2011 (21)
Prohibition of Forced Labor	Yes		Penal Code (22)
Prohibition of Child Trafficking	Yes		Article 367B of the Penal Code (22, 23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (22)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (22)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 215 of the Constitution (18)
Minimum Age for Voluntary Military Service	Yes	16	Military Service Law (24)
Compulsory Education Age	Yes	16	Article 56 of the Constitution (18, 25)
Free Public Education	Yes		Article 56 of the Constitution (18)

Article 627 of the Labor Code specifies a default fine of no more than \$60 per violation of all labor laws, including child labor laws, a penalty the ILO deems insufficient to act as a deterrent.(19, 26) Article 367 of the Penal Code specifies that human trafficking and sex trafficking are punishable by 4 to 8 years in prison. However, the Government has acknowledged that penalties for trafficking in persons are insufficient.(10, 22)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Welfare (MTPS)	Enforce regulations on child labor, including hazardous child labor. Inspect registered businesses for all types of labor violations, including child labor.(1, 10) Maintain a special child labor unit that trains inspectors and businesses on child labor law.(26) Refer cases of possible crimes committed against children to the Attorney General's Office.(1)
Attorney General's Office (AGO)	Enforce criminal law related to the worst forms of child labor. Maintain a special trafficking in persons unit consisting of 14 prosecutors and 10 support staff who investigate trafficking and related crimes.(1) Refer exploited children to ISNA for social services and shelter.(1)
National Civilian Police (PNC)	Enforce criminal law relating to the worst forms of child labor. Maintain a special unit of seven investigators who investigate cases of commercial sexual exploitation and human trafficking, including child trafficking.(10, 27) Maintain an emergency hotline that receives complaints about commercial sexual exploitation and human trafficking.(27)
Salvadoran National Institute for the Full Development of Children (ISNA)	Receive referrals from law enforcement agencies of cases of the criminal exploitation of children, including forced labor, trafficking, and the commercial sexual exploitation of children. Provide child victims with services including shelter, medical attention, psychological help, and legal advice.(27)

Law enforcement agencies in El Salvador took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Government employed 203 labor inspectors, an increase from 120 inspectors in 2012.(1) The Government also increased the budget allocation for labor inspections from \$1.6 million in 2012 to approximately \$1.8 million in 2013.(1, 10) However, the MTPS has acknowledged that it lacks sufficient resources, such as vehicles, fuel, and computers, to fully enforce labor laws.(1, 10) In addition, each inspection process can entail multiple visits per site, and MTPS inspectors do not have independent authority to issue fines. The Ministry of Economy and the AGO issue penalties in a process that can take up to 6 months.(26)

In 2013, the MTPS performed 1,127 inspections in the formal sector, of which 249 specifically targeted child labor, an increase from 20 inspections specifically targeting child labor in 2012.(1, 2) As a result of the inspections, the MTPS identified 20 children who were working in violation of child labor law; however, the data did not specify the type of work these children performed. One of the 20 children was removed from his or her workplace.(1) In 2013, the MTPS did not issue any citations for these or any other violations of child labor law, and did not receive any complaints related to child labor.(1)

#### *Criminal Law Enforcement*

In 2013, the AGO's trafficking in persons unit hired two new prosecutors, for a total of 14 prosecutors. It also provided training to its staff on human trafficking.(1)

Law enforcement officials in El Salvador do not receive adequate training and resources to combat the commercial sexual exploitation of children, including child pornography, and lack of evidence is one of the major obstacles to investigating cases of child pornography in El Salvador.(28) Evidence that could be used by investigators is limited because Internet service providers, cell phone operators, and search engines are not required to keep information for a sufficient period of time to allow its use in investigations.(29)

# El Salvador

## SIGNIFICANT ADVANCEMENT

In 2013, ISNA reported assisting 28 child victims of commercial sexual exploitation, 21 victims of forced begging, and seven child victims of other types of labor exploitation.(1) The AGO investigated 143 cases of the worst forms of child labor in 2013, a marked increase from 61 investigations in 2012. The AGO pressed charges in 23 of the 143 cases, resulting in 16 convictions for crimes related to child trafficking and child commercial sexual exploitation, an increase from five such convictions in 2012.(1)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Council for Children and Adolescents (CONNA)	Develop policies to protect the rights of children, including child labor policies, and implement the LEPINA and the National Policy for the Protection of Children and Adolescents (PNAIA).(20, 30, 31) Composed of Departmental Committees for Children's and Adolescents' Rights, the Salvadoran Institute for the Comprehensive Development of Children and Adolescents, the Ministry of Public Security and Justice, the Attorney General, the Human Rights Ombudsman, and others.(10)
Departmental Committees for Children's and Adolescents' Rights	Carry out CONNA's policies and the National Policy for the Protection of Children and Adolescents at the departmental level. Composed of local elected officials, departmental specialists in public health and education, and members of civil society.(20)
National Committee for the Eradication of Child Labor (CNETI)	Determine and implement government efforts to combat child labor, including the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms.(32) Chaired by the MTPS, includes 12 government agencies, along with representatives from labor union organizations, business associations, and NGOs.(2, 10)
The National Council against Trafficking in Persons	Coordinate government efforts to combat trafficking in persons, including by implementing the National Policy against Trafficking in Persons.(33) Headed by the Ministry of Justice and Public Security and composed of five other government agencies.(34)

In 2013, the CNETI met periodically to review its members' progress in implementing the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms.(35) The CNETI also approved a monitoring system developed by the Ministry of Finance that will allow government agencies to share and analyze information on their efforts to implement the Roadmap through a Web portal.(35, 36)

In 2013, CONNA took several actions to implement the LEPINA and the PNAIA. CONNA and the Organization of American States jointly hosted the IV Sub-Regional Conference to Prevent and Eradicate the Sexual Exploitation of Children and Adolescents in Travel and Tourism, which was attended by government and civil society representatives from all Central American countries and Mexico. The conference identified best practices and lessons learned in the region to reduce child sexual exploitation.(37) Also in 2013, in an effort to improve the coordination of services for children whose rights have been violated, CONNA launched a Public Registry for Entities that Provide Services to Children and Adolescents and trained over 100 public and civil society institutions on the requirements and procedures for providing such services to youth.(38) CONNA continued to support the creation and functioning of Local Committees for Children's and Adolescents' Rights, including by providing them with training and equipment.(38, 39)

Despite these efforts, challenges remain. CONNA does not have sufficient resources to implement all of its mandates established by the LEPINA. As a result, it cannot fully implement the interagency coordination mechanisms it has developed to combat child labor and protect children's rights.(10, 40)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of El Salvador has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms	Serves as the Government's main policy framework to eliminate the worst forms of child labor. Aims to eliminate the worst forms of child labor by 2015 and all child labor by 2020 by reducing poverty, improving education and health, protecting children's rights, raising awareness and mobilizing the public, and generating knowledge.(32)
National Policy for the Protection of Children and Adolescents for 2013-2023 (PNAIA)†	Sets government policies and action plans aimed at guaranteeing children's rights and protecting them from violence and harm, including the worst forms of child labor. Objectives include improving health services for children, improving access to quality education, improving services for children with disabilities, reducing poverty among children, and others.(31) In 2013, was drafted and launched by CONNA after it consulted thousands of children and adults throughout El Salvador, as mandated by the LEPINA.(38)
National Youth Policy for 2010-2024*	Outlines the government's strategy to provide integrated services to socially excluded youth. Includes the goal of providing vocational training and creating 50,000 temporary jobs for youth.(41)
Inclusive Education Policy	Defines actions that the Ministry of Education should implement to improve education for marginalized and excluded groups, including child laborers.(42)
National Policy against Trafficking in Persons	Defines a comprehensive plan to combat human trafficking, including commercial sexual exploitation, labor exploitation, begging, pornography, and sex tourism. Aims to improve prevention efforts, victim assistance, prosecution, interagency coordination, training, and anti-corruption efforts.(34, 43)
Memorandum of Understanding between El Salvador and Colombia on Preventing and Investigating Trafficking in Persons and Assisting Victims†	Establishes joint actions between Salvadoran and Colombian government agencies to improve their coordination in preventing and investigating trafficking cases, and protecting victims. Signed in September 2013.(44)
Memorandum of Understanding between El Salvador and Guatemala on Protecting Trafficking Victims and the Illicit Trafficking of Migrants	Establishes actions for the governments of Guatemala and El Salvador to take to improve the protection of trafficking victims and reduce the trafficking of migrants along the Guatemala-El Salvador border. Includes a focus on improving services for children.(45, 46)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(47)

Also during the reporting period, the Governments of El Salvador and the United States continued to implement their Partnership for Growth Agreement to promote broad-based economic growth in El Salvador, with a focus on human capital development and crime prevention, including assisting at-risk youth.(48, 49)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of El Salvador funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Project to Combat Child Labor in El Salvador	\$14 million USDOL-funded, 4-year project implemented by ILO-IPEC to combat child labor, including by strengthening national and municipal government capacity to address child labor.(15, 50) As of October 2013, has provided education services to 3,623 children who work or are at risk of working, and livelihood services to 1,528 households with working children.(15, 36, 50) In 2013, collaborated with the Government to produce studies on the prevalence of child labor in 15 municipalities.(36)
Child Labor Measurement and Policy Development (MAP)†	USDOL-funded research project implemented by the ILO in 10 countries, including El Salvador, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(51)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Temporary Income Support Program ( <i>Programa de Apoyo Temporal al Ingreso</i> )*‡	Government program that provides temporary income support to beneficiaries age 16 and over who are in extreme poverty. In 2013, reached an estimated 12,300 families.(1)
Solidarity Communities ( <i>Comunidades Solidarias</i> )*‡	Government programs implemented in the poorest municipalities to reduce social exclusion and boost household income. Provides more than 100,000 families with a cash transfer conditioned on children's school attendance, and provides female-headed households with vocational training.(52-54)
Ministry of Education Child Labor Data Collection‡	Ministry of Education program to collect data on child labor through children's school enrollment forms. In 2013, identified 35,531 school children working in agriculture; 9,034 in domestic service; and 1,450 working in other commercial and service activities.(1)
School Feeding and School Supply Programs*‡	Government programs that provide low-income children with school lunches and school supplies, including uniforms. In 2013, aimed to provide approximately 149,000 students with lunches and 1.3 million students with school supplies.(55)
Health and Education Bonus Program*‡	Ministry of Education program to provide financial assistance to families in extreme poverty so their children can attend school. Has provided \$48.8 million in financial assistance to approximately 90,000 families.(1)
Inclusive Full-Time School Program ( <i>Escuela Inclusiva de Tiempo Pleno</i> )*‡	Government program that provides extracurricular programs in schools, such as art and entrepreneurship classes, to extend the school day and prevent children from becoming involved in harmful activities. Funded by the World Bank, USAID, the Millennium Challenge Corporation, UNICEF, and the Italian Development Agency.(56) In 2013, 900 schools participated, benefitting 913,000 students.(56)
School Prevention and Security Plan*‡	Programs implemented by the Ministry of Education, the Ministry of Justice and Public Security, and the National Police in schools with high levels of violence. Includes activities such as providing psychological help, skills workshops for youth, crisis intervention, and increased police patrols.(57)
Public Awareness Campaigns on Child Labor	Government public awareness campaigns implemented by the Ministry of Education, Ministry of Health, CONNA, and others in 2013 to inform children about the dangers of manufacturing and handling fireworks.(39)
Research on Trafficking in Persons and Victims' Assistance‡	Government programs to provide shelter to female child victims of trafficking where victims reside and receive medical and psychological services. In 2013, shelter had the capacity to house approximately 11 girls, though total number of girls housed was unavailable.(23) In 2013, Government also continued to conduct a study of trafficking routes in El Salvador.(23)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including El Salvador. A main objective of the project is to develop information systems on the worst forms of child labor.(58)
Committed Youth Project ( <i>Jóvenes Comprometidos</i> )*	USAID-funded project that collaborates with the Government to provide job training and job placement services to youth. More than 4,400 youth have benefited from the initiative.(59)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of El Salvador.

Although the Government implements several programs to reduce the worst forms of child labor through assistance to poor families and schoolchildren, research found no evidence of government programs to assist child laborers who may not live with their families or attend school, such as children engaged in domestic service or street work. In addition, although government programs have expanded basic education coverage, gang violence has hindered efforts to increase school enrollment and decrease dropout rates.(60, 61)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in El Salvador (Table 9).



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase fines for violations of labor laws, including child labor.	2009 – 2013
	Strengthen penalties to combat human trafficking, including child trafficking.	2012 – 2013
Enforcement	Provide sufficient funding to the MTPS to fully enforce child labor laws.	2010 – 2013
	Strengthen enforcement of child labor and other laws by: <ul style="list-style-type: none"> <li>Streamlining the labor inspection process and the issuance of fines.</li> <li>Providing training and sufficient resources to law enforcement officers to combat child labor, including child commercial sexual exploitation.</li> </ul>	2009 – 2013
	Establish a code of conduct for Internet service providers, cell phone operators, and search engines to combat child pornography by reporting cases, blocking sites, and retaining information for investigations.	2009 – 2013
Coordination	Provide sufficient funding to CONNA to fully implement the LEPINA.	2012 – 2013
	Continue to strengthen interagency mechanisms to protect the rights of children, including those directed at child labor.	2012 – 2013
Government Policies	Assess the impact that the National Youth Policy for 2010 – 2024 may have on addressing child labor.	2013
Social Programs	Assess the impact that existing social programs, such as the Temporary Income Support Program, have on addressing child labor.	2013
	Conduct a study on the use of children in illicit activities.	2009 – 2013
	Implement programs to address child labor in domestic service and street work.	2013
	Continue improving children's access to education by: <ul style="list-style-type: none"> <li>Expanding childcare options for working mothers to allow girls to go to school.</li> <li>Ensuring that schoolchildren are safe in schools.</li> </ul>	2011 – 2013

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*In 2013, Eritrea made no advancement in efforts to eliminate the worst forms of child labor. While Eritrea did build a number of new schools for children in remote areas and nomadic communities, the Government is receiving this assessment because it continued to require children to participate in a national program called Maetot, under which some children in grades nine through eleven engage in agricultural, environmental or hygiene-related public works projects for varying amounts of time during their annual summer holidays from school. In addition, although the law prohibits the recruitment of children under age 18 into the armed forces, there may be children enrolled in the Government's compulsory military training program. Children in Eritrea continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Gaps in legislation also exist, including the lack of laws to prohibit trafficking for labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Eritrea are engaged in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation. The Government of Eritrea is also complicit in the worst forms of child labor through national policies and programs.(1) Table 1 provides key indicators on children's work and education in Eritrea. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		31.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(2)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of corn,* wheat,* sorghum,* and other grains, and picking cotton* (1, 4-6)
	Herding livestock (1, 4, 5)
Industry	Working in garages, bicycle repair shops, and workshops (1, 4)
	Making household utensils and furniture* (1, 4)
	Domestic service (1)
Services	Working on the street in vending including, selling cigarettes, newspapers, chewing gum, cleaning cars, and transporting goods on donkey carts or tricycles*† (1, 4)
	Gathering firewood and hauling water (1, 4, 5)
	Working in tea and coffee shops* (1, 4)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (1, 4, 7, 8)
	Compulsory labor in producing and maintaining school furniture;* in water-related projects such as building canals and irrigation; in reforestation activities such as planting trees; and in agricultural activities such as hoeing, terracing, and picking cotton* (1, 4, 6, 7, 9)
	Forced labor in mining (10)
	Compulsory participation in National Service or the Popular Army prior to the age of 18 (1, 4)
	Forced labor as a result of human trafficking (7, 8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The Government of Eritrea sponsors a national program called Maetot, under which children in grades nine through eleven are required to engage in team-building through public works projects in agriculture, environmental protection, or hygiene during their summer holidays, in some cases for as long as two months.(1, 4, 6, 7, 9, 11) Government declarations indicate that the purpose of Maetot is to instill in adolescents a proper work ethic and expose them to persons of other ethnic backgrounds in the aim of fostering appreciation for diverse cultures and strengthening national unity through cooperation and self-reliance. Adolescents may be asked to dig irrigation ditches or canals or maintain agricultural terracing.(11)




The Government of Eritrea also engages in a compulsory practice, whereby, in order to graduate from high school, students are required by the Government to complete their final, 12<sup>th</sup>, year of schooling and military training at the Sawa Center for Education and Training in remote Western Eritrea. In the course of the reporting period, the Government has attempted to identify persons under age 18 while attending Sawa so that this cohort is not required to undertake required military training before reaching 18.(1, 4, 6, 7, 9-11) Persons who attempt to flee or otherwise avoid military training and national service have in the past been subject to detention and poor treatment, including torture when caught. During the reporting period, the Government attempted to address the phenomenon of out-migration, including flight from Sawa, and although circumstances varied considerably, penalties were less severe for those caught fleeing Sawa as long as they agreed to resume their studies and complete national service.(6, 7, 11, 12).

In Eritrea, children who are not in school often enter the workforce; because of the limited number of schools, children may work at a young age.(4, 5, 8) Additionally, children from nomadic communities have difficulty accessing education, as their seasonal movements are incompatible with the formal school calendar.(13, 14) The Government made no known effort to collect or publish data on the worst forms of child labor.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Eritrea has ratified most key international conventions concerning child labor, including its worst forms (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Proclamation 118 of 2001 (15)
Minimum Age for Hazardous Work	Yes	18	Labor Proclamation 118 of 2001 (15)
List of Hazardous Occupations Prohibited for Children	Yes		Labor Proclamation 118 of 2001 (15)
Prohibition of Forced Labor	Yes		Constitution (16)
Prohibition of Child Trafficking	Yes		Penal Code (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (17)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Proclamation 11/1991 (18, 19)
Minimum Age for Voluntary Military Service	Yes	18	Proclamation 11/1991 (18, 19)
Compulsory Education Age	Yes	14	National Policy on Education (20, 21)
Free Public Education	Yes		National Policy on Education(20)

The Labor Proclamation 118 of 2001 does not require employers to keep a register containing the name, age, or date of birth of their employees, nor does it include penalties for employers of children in hazardous work or employers of children under the minimum age. Further, the Government does not provide protection for children working without a contract, leaving many children working for family businesses and as child domestics unprotected by the law.(8, 15, 20) A child may become an apprentice at the age of 14. Article 35 and Article 69 of the Labor Proclamation respectively indicate that no apprentice may alone be assigned to hazardous work, but that the list of activities prohibited to young employees shall not apply to any type of training carried out and supervised by a competent authority.(11, 15, 20) No law prohibits trafficking for labor exploitation.(7) Research did not uncover information on whether there are laws regulating the use of children in illicit activities such as drug trafficking. The Government has not ratified ILO Convention 182 or the Palermo Protocol on Trafficking in Persons.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Human Welfare	Enforce child labor laws, including criminal violations of the worst forms of child labor, such as trafficking.(1)
Eritrean Police	Address the worst forms of child labor, child trafficking, the use of children in illicit activities, and the commercial sexual exploitation of children by enforcing the law and investigating referred cases.(1, 11)
Popular Army	Perform night patrols and refer cases of commercial sexual exploitation of children or other exploitative practices to the Eritrean Police.(1, 11)
Eritrean Defense Forces	Refer cases of the worst forms of child labor to the Eritrean Police or the Ministry of Labor.(1, 11)

Criminal law enforcement agencies in Eritrea took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

#### *Criminal Law Enforcement*

In 2013, participants in the Popular Army referred suspected cases of child prostitution to the Police, but the latter tended to try to resolve them through family mediation rather than legal action.(11)



### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Eritrea has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
The National Plan of Action on Child Labor and National Program of Action on Children	Prevent child labor and support victims by reintegrating them with families, communities, and schools.(1) Incorporated into a Comprehensive Child Policy and the United Nations Strategic Partnership Cooperation Framework.(11)
United Nations Strategic Partnership Cooperation Framework †	Align with the Government's priorities, including protecting children from exploitative situations, and designed in consultation with the Government. Implementation began in 2013.(1, 22)

† Policy was launched during the reporting period.

Research did not uncover the extent to which the National Plan of Action on Child Labor and National Program of Action on Children have been implemented or what their impact has been on the elimination of the worst forms of child labor. The Government's compulsory military training requirements for 12<sup>th</sup> graders may diminish the impact of Eritrea's policies to combat the worst forms of child labor for all those wishing to obtain high school diplomas. In addition, the Government's use of compulsory labor through the Maetot program also may diminish these efforts.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Eritrea participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
UNICEF Education Program *	UNICEF program with the support of the Ministry of Education, built a number of permanent new elementary schools for the 2012-2013 academic year to target children living in remote areas and for nomadic populations.(23)

\* The impact of this program on child labor does not appear to have been studied.

Eritrea's social programs are limited in scope and do not adequately protect or provide alternatives for self-employed children or target areas in which the majority of children work, such as agriculture, domestic service.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Eritrea (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Labor Proclamation to require employers to keep a register containing the name and age or date of birth of their employees, and provide penalties for employers of children in hazardous work and employers of children under the legal minimum age.	2010 – 2013
	Ensure that children working without a contract are protected from the worst forms of child labor.	2010 – 2013
	Prohibit children in supervised vocational training programs from engaging in hazardous work in line with international conventions.	2009 – 2013
	Enact legislation to prohibit all forms of trafficking and the use of children in illicit activities.	2009 – 2013
	Ratify ILO C. 182 and the Palermo Protocol on Trafficking in Persons.	2013

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect and publish data on inspections, criminal investigations, prosecutions, and other steps taken to enforce laws.	2009 – 2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2013
Government Policies	Implement child labor objectives in national policies and development plans by including budgets, detailed action plans, and targets related to the worst forms of child labor.	2009 – 2013
	Ensure that children under the age of 18 are not recruited into the national military program.	2009 – 2013
	Cease requiring children to perform compulsory labor under the Maetot program during the school break.	2009 – 2013
Social Programs	Develop appropriate social protection programs to protect self-employed children and children working in agriculture and domestic service from the worst forms of child labor and study the impact of the UNICEF Education Program on child labor.	2009 – 2013
	Continue improving access to education by building more schools and developing alternative educational programs for nomadic communities.	2010 – 2013
	Conduct a national labor force survey to improve the availability of data on the worst forms of child labor.	2009 – 2013

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# Ethiopia

## MODERATE ADVANCEMENT

*In 2013, Ethiopia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Ethiopia approved a National Human Rights Action Plan, which aims to strengthen the implementation of human rights, including efforts to eliminate child labor, and developed a new labor inspection guideline, which includes child labor issues. The Government also operates Africa's largest social protection program, the Productive Safety Net Program Phase II, and participates in and implements several programs to combat the worst forms of child labor. However, children in Ethiopia continue to engage in child labor in agriculture and in the worst forms of child labor in domestic service. Gaps in legislation continue to put children at risk and government efforts to address child labor have not sufficiently targeted sectors with a high incidence of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ethiopia are engaged in child labor in agriculture and in the worst forms of child labor in domestic service.(1-4) Data from the Government's 2011 Demographic and Health Survey (DHS) show that most children work for a family business. In addition, DHS data indicates that the percentages of child labor are higher among males and in rural areas.(5) Table 1 provides key indicators on children's work and education in Ethiopia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.0 (5,545,319)
Attending School (%)	5-14 yrs.	54.0
Combining Work and School (%)	7-14 yrs.	17.0
Primary Completion Rate (%)		43.4

Source for primary completion rate: Data from 2005, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2011.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting apples,* coffee,* cotton,* onions,* bananas,* flowers,* sugarcane,* and tea* (8-17)
	Herding cattle (1, 13-15, 17-19)
	Fishing,*† activities unknown (2, 13, 15, 16, 20, 21)
	Mining† gold (11, 12, 21)
Industry	Quarrying*† and working at stone-crusher plants† (2, 14, 20)
	Construction*† and manufacturing,* activities unknown (2, 4, 13-16, 18, 21)
	Making pottery products* (13, 22)
	Traditional weaving (13, 15, 23-26)

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Domestic work† (2, 4, 21, 25)
	Unpaid household services, including carrying heavy loads of water (13, 18)
	Street work,† including as shoe shiners, assistants to taxi drivers,* vendors, porters,* and beggars (2, 13, 15-17, 21, 27-31)
	Garbage scavenging (32)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (4, 21, 30, 33-35)
	Used in the production of pornography* (36)
	Domestic service, herding, street vending, and traditional weaving, sometimes as a result of human trafficking (13, 24, 36-40)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In Ethiopia, children work in the traditional weaving industry in Addis Ababa and in the Gamo Gofa and Wolayita Zones.(13, 15, 23-26) Child weavers may work long hours, face physical, sexual, or emotional abuse from their employers; and develop injuries as a result of crouching while working on traditional weaving looms.(13, 18, 41, 42) Anecdotal evidence suggests that some child weavers are held in debt bondage.(40, 42) In addition, children are trafficked from rural areas to Addis Ababa and other regions of the country for forced labor in the weaving industry.(13, 36, 37) The Confederation of Ethiopian Trade Unions reports that there was an increase in child labor in the construction industry in 2013.(4)







Although the Government has improved access to education, the lack of adequate schools in rural areas increases children's risk of entering the workforce at a young age.(21, 43-45) Droughts and floods also hindered access to education in Afar; Amhara; Benishangul-Gumuz; Dire Dawa; Gambella; Harar; Oromia; Somali Region; Southern Nations, Nationalities, and Peoples Region (SNNPR); and Tigray.(31, 46) In SNNPR, sexual abuse and harassment of girls is also a barrier to education.(45) In addition, even though the Vital Events Registration Proclamation mandates the registration of all births, many children in Ethiopia are not registered. Unable to prove citizenship, nonregistered children may have difficulty accessing services such as education.(25, 47-50) In 2013, the Government established the Vital Events Registration Agency to assist with the registration of births and rollout of the Proclamation, which has been delayed by the absence of uniform national identification cards.(37, 49, 51)

In 2013, Ethiopia proposed a law that would allow for the ratification of the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography. The President still needs to sign the bill before the Protocol is ratified.(4)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Ethiopia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

# Ethiopia

## MODERATE ADVANCEMENT

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 89.2 of the Labor Proclamation (52)
Minimum Age for Hazardous Work	Yes	18	Articles 89.1 and 89.3 of the Labor Proclamation (52)
List of Hazardous Occupations Prohibited for Children	Yes		Article 89.4 of the Labor Proclamation; Activities Prohibited for Young Workers Directive (52-54)
Prohibition of Forced Labor	Yes		Article 18.3 of the Constitution (55)
Prohibition of Child Trafficking	Yes		Article 18.2 of the Constitution; Articles 597, 635, and 637 of the Criminal Code; local bylaws (55-57)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 634 of the Criminal Code (56, 57)
Prohibition of Using Children in Illicit Activities	Yes		Article 525 of the Criminal Code (56, 57)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 270 of the Criminal Code (56)
Compulsory Education Age	No		
Free Public Education	Yes		Education and Training Policy (58, 59)

\* No conscription or no standing military.

Ethiopian law is not completely consistent with international standards regarding child labor. Article 89.5 of the Labor Proclamation allows children above the age of 14 to engage in hazardous work if this work is performed following a government-approved vocational training course.(52, 60) Children working in non-contractual employment do not have the same protections under child labor laws and regulations as children working in contractual employment.(60-62) In addition, penalties outlined in Article 184 of the Labor Proclamation for violating child labor laws are low and do not deter violations.(52, 63) Although the Ministry of Labor and Social Affairs (MOLSA) submitted a proposal to Parliament in 2012 to raise the minimum age for employment from 14 to 15 years, the minimum age was not raised in 2013.(4)

There is no law establishing compulsory education in Ethiopia. The lack of compulsory education may increase the risk of children's involvement in the worst forms of child labor as they are not required to be in school.(4, 64) In addition, although primary education is free, the cost of school supplies keeps some children from attending school.(3, 12)

In 2013, the Sodo town administration (Wolayita zone, SNNPR) enacted a directive to prevent social and economic crimes against children.(65) The directive requires community members to report instances of child labor to the *kebele* or ward administration. The directive also includes small fines for those found using child laborers.(65, 66)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Occupational Safety and Health Case Team (OSHCT)	Enforce occupational safety, health, and wage and hour protections, which include child labor laws, at industrial enterprises in Addis Ababa and Dire Dawa.(57, 67) Collect and analyze data and make policymaking recommendations for labor purposes. Located within MOLSA.(17, 67, 68)
Regional Bureaus of Social and Labor Affairs (BOLSAs) and City Administration	Conduct labor inspections at the zonal offices, and regional and city levels.(67) In the case of the BOLSA office in Addis Ababa, operate an occupational safety and health laboratory to identify work place hazards.(48)
Ethiopian Federal Police and the Ministry of Justice (MOJ)	Investigate and prosecute criminal violations of laws that protect against the worst forms of child labor.(4, 12) In the case of police stations at the regional level, employ a trained child protection officer and for the 10 sub-city level police stations in Addis Ababa, employ Child Protection Units.(34)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
The Human Trafficking and Narcotics Section	Collaborate with the prosecutor's office to conduct investigations, prosecute offenders, and report and collect trafficking data. Located in the Organized Crime Investigation Unit of the Federal Police.(4, 12, 37)

Law enforcement agencies in Ethiopia took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Occupational Safety and Health Case Team (OSHCT) employed 291 labor inspectors. MOLSA reports that the decline in labor inspectors from 380 in 2012 was a result of high turnover and limited financial resources.(4) During the year, 245 labor inspectors from the Addis Ababa, SNNPR, Tigray, and Oromia regions received training on how to conduct child labor inspections.(66) The ILO reports that OSHCT is understaffed and lacks sector-specific occupational safety and health guidelines, which weakens enforcement efforts.(67) OSHCT and Regional Bureaus of Social and Labor Affairs (BOLSAs) both lack equipment, and their inspectors do not have access to suitable transportation, sometimes relying on employers and trade union representatives for rides.(4, 67) The ILO reports that labor inspectors' salaries are not competitive.(63, 67, 68).

Labor inspectors do not have the authority to impose immediate sanctions, and fines can be issued only by a court.(67) Although labor inspectors bring cases to court, they lack training on presenting evidence in court.(63, 69) MOLSA encourages labor inspectors to advise employers on compliance issues rather than punish employers by issuing citations. However, labor inspectors report egregious violations to the police.(4) The labor relations board, an institution that settles labor disputes, can also receive labor complaints and issue decisions on alleged violations.(42) MOLSA does not disaggregate child labor data, and research found no information on the number of labor inspections, child labor law violations found, how many citations were issued, or whether appropriate penalties were applied.(4, 68)

During the reporting period, the Government published a Labor Inspection Operation Manual, which includes child labor issues and aims to standardize the labor inspection process throughout the country.(66) In addition, the Wolayita zone BOLSA committed to monitoring 6,000 child laborers and providing services to 150 victims of child labor in its 2013 budget.(70)

### *Criminal Law Enforcement*

In 2012, the last date for which information is available, the Ethiopian Federal Police Human Trafficking and Narcotics Section employed 31 investigators. In 2013, the Human Trafficking and Narcotics Section identified 133 cases of human trafficking and prosecuted 158 trafficking offenders.(37) The Federal High Court secured 100 convictions for trafficking in persons and ordered punishments ranging from two to 16 years' imprisonment without parole. There is no information available on whether these cases involved children.(37) During the year, the Wolayita zone police department prevented 424 children from being trafficked.(71) The Federal Police also reported that they routinely intercepted children along the borders during the reporting period.(34) The Gamo Gofa zone High Court also sentenced six people for trafficking children with prison sentences ranging from one to eight years, and the SNNPR Supreme Court found six people guilty of trafficking children from Chench. (66) Although the Government attained prosecutions and convictions during the year, there are low prosecution and conviction rates for the internal trafficking of women and children for forced labor and sexual exploitation.(72)

During the year, 77 judges were trained on child labor issues.(4) Police departments and district officials also refer victims of the worst forms of child labor to NGO-run shelters and government orphanages.(36)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee on the Worst Forms of Child Labor	Coordinate activities on the worst forms of child labor. Includes members from MOLSA; the Ministry of Women, Children, and Youth Affairs (MOWYCA); and the Ministry of Education.(4)
MOLSA's Deputy Minister Forum	Combat the worst forms of child labor at the national level. Meets on a monthly basis and includes participants from the Ethiopian Employers' Federation and Confederation of Ethiopian Trade Unions.(4)
MOLSA child labor desk	Coordinate efforts between MOLSA and MOWYCA on child labor issues.(17, 48, 73)
National Steering Committee against Sexual Exploitation of Children	Develop action plans and coordinate activities against the commercial sexual exploitation of children.(43)
National Committee to Combat Trafficking in Persons	Address international exploitation, including the worst forms of child labor. Chaired by the Deputy Prime Minister and composed of all federal ministers and regional presidents.(4, 34)
National Human Trafficking Task Force	Develop action plans and coordinate activities against trafficking in persons on a quarterly basis.(36, 74) Chaired by the Minister of Foreign Affairs and includes representation by deputy state ministers.(34)
Regional Technical Working Groups on Trafficking	Identify trends and areas in need of public awareness campaigns on human trafficking. Meets on a weekly basis and includes officials from regional federal ministries and agencies.(34, 36, 37)
Child Protection Committees, Child Rights Clubs, and Orphans and Vulnerable Children (OVC) Task Forces	Promote children's rights, provide children with food and school supplies, and train members on child labor, case management, international child labor standards, and Ethiopian child labor laws. Composed of children, police, health workers, and teachers.(15-17, 75, 76)

The National Committee to Combat Trafficking in Persons normally meets twice per year, but during the reporting period it met quarterly. The National Human Trafficking Task Force held its annual meeting in June 2013.(4, 66) In addition, MOLSA's child labor desk employed one person during the reporting period.(73)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ethiopia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor (2013-15)	Includes guidelines on child labor identification, withdrawal, reintegration, and educational policies. Available in Amharic.(17, 48, 77) In 2013, 77 participants from federal agencies, regional governments, and media groups attended a training on the implementation of the National Action Plan to Eliminate the Worst Forms of Child Labor.(66)
Protocols and Guidelines for Identification, Withdrawal, Rehabilitation, and Integration of Victims of the Worst forms of Child Labor in Solid Waste Management and the Traditional Weaving Sector (2010)	Describes the work conditions of children engaged in garbage scavenging and the traditional weaving sector and includes guidelines for stakeholders to implement interventions.(32, 78)
Decent Work Country Program (2013-2015)†	Describes the child labor situation in Ethiopia and includes targets for the elimination of child labor, such as the establishment of child labor units at the City Administration level.(79)
National Youth Policy (2005)	Addresses the worst forms of child labor, including commercial sexual exploitation and illicit work.(80)
National Employment Policy & Strategy of Ethiopia (2009)	Describes the root causes of child labor in Ethiopia and lists interventions that may be used to combat child labor, including income generating activities and awareness raising.(81)
UN Development Assistance Framework (2012-2015)	Promotes improved access to education and livelihood services for vulnerable children and seeks the protection of children from abuse, violence, and exploitation and the withdrawal and rehabilitation of children engaged in child labor.(82)
Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care (2010)	Identifies that OVCs are at increased risk of exploitive child labor and includes the goal of keeping children in school.(83)
National Human Rights Action Plan (2013)†	Aims to strengthen the implementation of human rights in Ethiopia, including by making efforts to eliminate exploitative child labor.(66, 84, 85)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Policy Framework for Early Childhood Care and Education (2010)*	Supports early education programs for children and community-based non-formal school readiness programs.(86, 87)
Growth and Transformation Plan (2010-2015)*	Calls for the expansion of education services and outlines interventions to provide greater opportunities for vulnerable households to engage in decent work.(88)
National Technical Vocational Education and Training Strategy (2008)*	Aims to increase employment opportunities for school dropouts and youth without formal education through technology and skills training.(53, 89)
General Education Quality Assurance Package (2008)*	Seeks to improve the quality of general education through curriculum development, textbook assessment, teacher training, and school construction throughout Ethiopia.(90)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The National Youth Policy and Decent Work Country Program do not have budgets or detailed action plans related to the worst forms of child labor.(57, 80, 83, 91) In addition, the National Child Policy, Social Protection Policy, and National Action Plan Against Trafficking, which were drafted to protect the rights of children, have not yet been adopted.(73, 92)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Ethiopia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child-Labor-Free Zones	Government program that pilots child-labor-free zones in the cities of Addis Ababa and Adama in collaboration with the Forum on Sustainable Child Empowerment. Child protection officers, labor inspectors, police officers, and other stakeholders support this initiative by reintegrating child laborers.(17) In 2013, the child labor free zones were expanded to three additional urban areas, including Bahir Dar, Dessie, and Dire Dawa. In addition, one district in the city of Adama became child labor free in 2013.(4)
Ethiopians Fighting Against Child Exploitation	\$10 million USDOL-funded, 4-year project implemented by World Vision, targets 20,000 children engaged in or at risk of entering exploitative child labor, particularly in the traditional weaving industry and in rural areas.(15) Assists 7,000 households of targeted children to promote sustainable livelihoods, and collaborates with MOLSA to coordinate the provision of services and provide occupational safety and health training to labor inspectors. Operates primarily in Addis Ababa and in the Gamo Gofa and Wolayita Zones.(15)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in Ethiopia.(93)
Global Research on Child Labor Measurement and Policy Development (MAP)†	USDOL-funded research project implemented by the ILO in 10 countries, including Ethiopia, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(94) Aims to conduct a national child labor survey in Ethiopia.(94)
Child Labor Awareness Raising‡	MOLSA programs that raise awareness on child labor issues, including the quarterly media forum that raises awareness through broadcasts on national television; regional and local level awareness raising to encourage community members to report child labor violations to the authorities; and awareness raising to address the trafficking of humans from rural to urban areas.(4, 34, 66)
Afar Region Emergency Migration Response Center	Ethiopian Federal Police operated center to assist human trafficking victims by providing them with shelter and transportation back to their villages in collaboration with the IOM. In 2013, this center provided assistance to 37 children.(34, 95)
Cash Transfer Program*	3-year Government program, in partnership with UNICEF, provides vulnerable populations, including child laborers, with cash transfer in two districts of the Tigray Region, and the Afar, Oromia, and SNNPR regions.(12, 96-98) Aims to improve school attendance and enrollment and support the health of the children in the targeted districts. Operates through Community Care Coalitions.(98)

# Ethiopia

## MODERATE ADVANCEMENT

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Productive Safety Net Program (PSNP) Phase II†‡	Government program that operates in 319 food insecure districts and assisted approximately 6.9 million beneficiaries in 2013.(95, 99-103) Considered as Africa's largest social protection program, it includes several components, one of which provides cash and in-kind transfers to OVCs and households without able-bodied adults who can work. This component has been shown to reduce the amount of time children spend doing household work and increase the amount of time children spend in school.(99, 101, 102)
General Education Quality Improvement Project*	\$417 million World Bank and other donors funded project aimed to improve the quality of general education across Ethiopia through curriculum development, textbook assessment, teacher training, and school construction. Implemented from 2008-2013.(104)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Ethiopia.

While the Government participates in and implements several programs to combat the worst forms of child labor, its efforts have not sufficiently targeted sectors with a high incidence of the worst forms of child labor, such as agriculture and domestic service. In addition, in rare cases, the promotion of employment through public works component of PSNP Phase II has been shown to increase the amount of time children work, as families substitute adult family members' labor with children's labor to receive benefits under this program.(101)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ethiopia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013
	Amend the Labor Proclamation to raise the minimum age when children may enter hazardous work following vocational training from 14 to 16, in line with ILO Convention 138.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in non-contractual and contractual employment.	2009 – 2013
	Establish a compulsory education age that is consistent with the minimum age of employment.	2012 – 2013
	Amend the Labor Proclamation to provide for higher penalties to deter child labor law violations.	2013
Enforcement	Develop sector-specific occupational safety and health guidelines.	2009 – 2013
	Ensure that OSHCT and BOLSA inspectors have adequate resources to conduct systematic inspections in all sectors of the economy.	2009 – 2013
	Provide labor inspectors with competitive salaries to reduce turnover.	2009 – 2013
	Provide enforcement personnel with training on presenting evidence in court.	2009 – 2013
	Enforce the Labor Proclamation by issuing citations when child labor law violations are found.	2013
	Gather and publish information about the number of inspections, child labor law violations found, citations, and criminal prosecutions initiated and issued, and the penalties applied.	2009 – 2013
	Separate trafficking statistics for children and adults.	2011 – 2013
	Increase efforts to improve the likelihood of successful prosecution and conviction of offenders who internally traffic women and children for forced labor and sexual exploitation.	2011 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
	Include budgets and action plans related to the worst forms of child labor in development agendas and policies.	2009 – 2013
	Adopt the National Child Policy, Social Protection Policy, and National Action Plan Against Trafficking.	2012 – 2013
Social Programs	Assess the impact that existing social programs may have on addressing child labor.	2012 – 2013
	Develop social protection programs for the withdrawal from or prevention of children working in agriculture and domestic service.	2009 – 2013
	Improve access to education in rural areas by building additional schools, implementing programs that protect communities from droughts and floods, ensuring children are registered at birth, and addressing sexual abuse and harassment in schools.	2010 – 2013
	Ensure that children can complete primary school by subsidizing or defraying the cost of school supplies.	2010 – 2013

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*In 2013, Fiji made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government signed into law a new constitution which prohibits slavery or servitude, forced labor, and human trafficking, and establishes the right to early childhood, primary, and secondary education. The Government also adopted a hazardous list of occupations and workplaces prohibited to children under the age of 18. The Ministry of Labor, Industrial Relations and Employment (MLIRE) established a National Child Labor Database to track child labor cases, and for the first time funded two full-time positions in the Child Labor Unit. The Inter-Agency Taskforce on Beggars was established to address issues related to children who beg and other exploited children. However, children in Fiji continue to engage in child labor in agriculture and street work. The Government has yet to finalize the National Action Plan for Child Labor and 5-year Strategic Plan for Combatting Child Labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Fiji are engaged in child labor, primarily in agriculture and street work. (1, 2) Table 1 provides key indicators on children's work and education in Fiji. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		103.3

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting sugarcane*† (1, 2, 5-7)
	Planting, picking, spraying pesticides,† and laying fertilizer in tobacco fields*† (1)
	Producing coconuts,* rice,* roots (including dalo and yaqona),* tubers,* and other kinds of vegetables* (1, 8, 9)
	Pig farming and goat and cattle herding* (1)
	Fishing* and deep-sea diving† (1)
Services	Street work, including pushing wheelbarrows for shoppers in markets, street vending, washing cars, repairing and shining shoes, and begging (1, 2, 10-13)
	Selling fruit (1, 14, 15)
	Collecting bottles and scrap metal† (1, 13)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 10, 16-21)
	Forced labor in agriculture,* begging,* and industrial sectors* (18, 22)
	Use in drug trafficking* (1, 16, 23)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The commercial sexual exploitation of children is a problem, particularly in Fiji's urban centers and near ports where fishing and other vessels dock.(1, 10, 16, 17, 19, 24) One source suggests that a large number of children from squatter settlements in Suva and Lami are engaged in child labor working in garages, washing cars, and selling food, including fruits and vegetables. Many of these children miss school in order to work.(13) Parents sometimes send their child to live with families in cities or near schools to facilitate their continuing education and to perform light household work. There are reports that the adopted households sometimes force children into involuntary domestic service or sexual activity in exchange for food, clothing, shelter, or school fees.(10, 18)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Fiji has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	The Employment Relations Promulgation 2007 (25)
Minimum Age for Hazardous Work	Yes	18	The Employment Relations Promulgation 2007 (17, 25, 26)
List of Hazardous Occupations Prohibited for Children	Yes		The Hazardous Occupations Prohibited to Children Under 18 Years of Age Order 2013 (27)
Prohibition of Forced Labor	Yes		The Crimes Decree 2010; the Immigration Act 2003; the Employment Relations Promulgation 2007; Constitution of the Republic of Fiji (24, 25, 28-30)
Prohibition of Child Trafficking	Yes		The Crimes Decree 2010; the Immigration Act 2003; the Employment Relations Promulgation 2007; Constitution of the Republic of Fiji (24, 25, 28-30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		The 2007 Promulgation (25, 26)
Prohibition of Using Children in Illicit Activities	Yes		The 2007 Promulgation (25, 26)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 7 of the Royal Fiji Military Forces Act (31)
Compulsory Education Age	Yes	17	The 1997 Compulsory Education Order; the Compulsory Education Regulations (32)
Free Public Education	No		

\* No conscription or no standing military

In 2013, the President signed into law a new constitution, which prohibits slavery or servitude, forced labor, and human trafficking.(30, 33) The Constitution also establishes the right to early childhood, primary, and secondary education; however, there is no implementing legislation or policy providing for free education. The approved budget

released in November 2013 includes tuition-free education but leaves additional school-related expenses up to the household to cover.(30, 34) Evidence suggests that the cost of uniforms and school fees prevents some children from attending school.(10) The Government also adopted a hazardous list of occupations and workplaces prohibited to children under the age of 18.(2, 27)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Ministry of Labor, Industrial Relations and Employment (MLIRE)	Enforce labor laws on child labor, including its worst forms. Monitor child employment including compliance with the requirement of the minimum age for employment, and the Employment Relations Promulgation.(2)
The Child Labor Unit (CLU)	Serve as the mechanism within the MLIRE for filing and responding to child labor complaints.(2) Coordinate activities at the national, divisional, and district levels through Interagency Committees on Child Abuse. These committees include the police; Ministries of Social Welfare, Labor, Health, and Education; the Public Prosecutor's Office; the Solicitor General's Office; and NGOs working on child labor issues.(2) Conduct training on child labor within the Ministry of Labor and in communities, schools, and industries where child labor occurs. Refer children to social services when appropriate.(2)
Fiji Police Force	Enforce laws on child trafficking, commercial sexual exploitation, and other illicit activities.(2) Maintain a Human Trafficking Unit (HTU) to investigate allegations of human trafficking and to provide training focused on combating human trafficking to other police units.(24) The HTU works closely with the Department of Immigration and the Police Transnational Crime Unit.(35)
The Department of Immigration	Coordinate with the Fiji Police Force to investigate cases involving underage victims of commercial sexual exploitation and trafficking, which are then tried in the criminal court system.(22, 36)
The Department of Social Welfare, and the Director of Public Prosecutions	Enforce laws on child trafficking.(2)

Law enforcement agencies in Fiji took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the MLIRE established a National Child Labor Database to track child labor cases. Labor inspectors and officers were trained to use the database and it is currently operational in the following Districts: Suva, Sigatoka, Nadi, Lautoka, Ba, Labasa, and Savusavu.(37) In addition, the MLIRE funded two permanent positions in the CLU which were previously funded through the Tackling Child Labor through Education (TACKLE) project.(2)

During the reporting period, the Government employed 45 labor inspectors whose portfolios include child labor.(2, 22) In addition, the MLIRE employed 30 Occupational Health and Safety inspectors. Some of these inspectors have received training on child labor issues and help labor inspectors enforce child labor laws.(2) All of these inspectors are stationed in larger, more populated areas and sometimes find it a challenge to access smaller, rural communities and outer islands.(2) The CLU conducted several trainings with a focus on the sugar industry and relevant stakeholders. Furthermore, the training material was customized to address the sectors in which children are known to work in in a particular area.(34) For example, in Sigatoka the focus was on vegetable farms, in Lautoka child begging was addressed, and in Taveuni, the Taveuni Child Labor Interagency Committee conducted training to combat child labor in *dalo* and *yaqona* (*piper methysticum*) farms.(34, 37) Since the hazardous list of occupations prohibited to children came into effect, 100 sugar industry stakeholders, including farmers, Fiji Sugar Corporation field staff, and Cane Producing Associations, received training on the hazardous list. In addition, the CLU developed a reporting system for the withdrawal of children from the production of sugar, tobacco, and other agricultural work, as well as one for children working in markets during school hours.(37) The reporting system includes forms to be completed by Labor Inspectors or Fiji Sugar Corporation Field Officers.(34, 37) Information was unavailable on the amount of funding designated to inspections or the number of inspections conducted in 2013.(2)



The Government funded anti-human trafficking training for police personnel through the Fiji Police Human Trafficking Unit's workshops, which focus on ensuring that every police station has a police officer trained in trafficking-related issues. The Police also trained labor inspectors on how to identify potential trafficking victims during a routine labor inspection.(35) In addition, the Human Trafficking Unit carried out an anti-trafficking campaign that included distribution of government-funded anti-trafficking posters.(22, 35) The Trafficking Task Force did not meet in 2013, but the Director for Immigration reported that the Task Force will resume activities in 2014 to carry out the National Action Plan on Trafficking.(22)

### *Criminal Law Enforcement*

Labor cases are tried in the Employment Relations Tribunal and the Employment Relations Division of the High Court.(38, 39) According to the Government, the CLU registered three criminal cases at the Employment Relations Tribunal. Of these cases, one case was completed, one was partially heard, and the third was set for final mention in 2014 with a hearing date to be scheduled for 2014.(22, 37) The Solicitor General's office approved two additional cases of child labor to be registered in the Tribunal in 2014.(37)

During the reporting period a case of child trafficking was investigated, but charges had not yet been filed at the end of the reporting period.(2, 22) The Fijian Courts may grant custody over child victims to the Department of Social Welfare, which operates four shelters throughout Fiji.(22, 39) Research did not uncover the total number of trafficking investigations conducted or the number of victims assisted during the reporting period.(22)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The Interagency Committee on Child Labor	Focus on child labor issues at the district and provincial level. Monitor and report on cases of noncompliance, and conduct awareness-raising activities.(37) Operational in nine towns in Fiji: Suva, Sigatoka, Nadi, Ba, Lautoka, Tavua, Rakiraki, Labasa, and Taveuni.(2, 34) Comprised of NGOs and key government offices involved in the field, including the police force, and the Ministries of Labor, Social Welfare, and Health.(2)
The Inter-Agency Taskforce on Beggars	Address issues related to children who beg and other exploited children. Includes the Fiji Police Force, the Ministry of Local Government, the Suva City Council, the Fiji National Council for Disabled Persons, the Ministry of Health, the Ministry of iTaukei Affairs, and local NGOs.(2)
The Trafficking Task Force	Government-wide task force to address human trafficking. Led by the Department of Immigration.(2, 35)

In 2013, the Ministry of Social Welfare established a taskforce to address children who beg and other exploited children. In January 2014, the taskforce declared a zero-tolerance policy on child begging.(2)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Fiji has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
School bus fare scheme*	Supports a school bus fare scheme that aims to offset transportation costs.(2)
National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking	National action plan to address human trafficking.(35)

\*The impact of this policy on child labor does not appear to have been studied.

Through the MLIRE, the Fijian Government is developing a National Action Plan for Child Labor and 5-year strategic plan for combatting child labor, including the worst forms.(40) To inform the plan, the MLIRE, along with

the Ministry of Education, conducted a national survey on child labor in Fiji to determine the number of children from selected schools who were working in child labor, including the worst forms. The Government anticipated the plan would be implemented by September 2013 and operational through 2018; however, at the close of the reporting period the plan was still under consultation.(2, 40)

The Government has not provided updates on the comprehensive implementation of the National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking.(24)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Fiji participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and Caribbean countries and the Pacific group of states (ACP).(41) Aims to support government efforts to remove children from commercial sexual exploitation and work in the sugarcane fields, and to increase capacity to address child labor and poverty in squatter settlements, which include a large number of vulnerable children.(42-45) Established the CLU, completed a draft national action plan to eliminate child labor, trained government officials on the worst forms of child labor, and supported legislative reviews on labor and education in Fiji.(43, 45) ILO funding for the project will continue into 2014 and the Government has pledged to continue the work.(2)
Safety Net Project‡	Government program that aims to combat human trafficking at the community level, largely through rehabilitation services targeting female victims of commercial sexual exploitation under the age of 18. Receives referrals from various places including the Fiji Police.(46)
Food voucher assistance*‡	Government program that provides a food voucher for children attending remote schools.(37)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Fiji.

With funding from the Ministry of Education, the MLIRE conducted four radio talk back shows on child labor and the legal rights of children.(22, 37) It is unclear whether the TACKLE project provides adequate assistance to children working in the agricultural and informal sectors, including street vending.(2)

It appears there were no government-run facilities in operation to specifically address the particular needs of child trafficking victims.(24) The Fiji Police's Sexual Offenses Unit has identified the lack of support services for child victims, including counseling and victim-friendly court procedures, as some of their greatest challenges in effectively addressing the needs of child trafficking victims.(34)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Fiji (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Palermo Protocol.	2013
Enforcement	Collect, analyze, and publish data on enforcement efforts, including labor inspections and criminal investigations regarding the worst forms of child labor.	2011 – 2013
Government Policies	Provide public updates on the implementation of the National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking.	2013
	Assess the potential impact of existing policies on addressing child labor.	2010 – 2013
	Implement the National Action Plan for Child Labor and 5-year strategic plan for combatting child labor, including the worst forms.	2013
	Provide free primary education for all children.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Ensure programs adequately address the worst forms of child labor, specifically in agriculture and street vending.	2009 – 2013
	Provide support services for child trafficking victims, including effective counseling and victim-friendly court procedures.	2010 – 2013

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# Gabon

## MODERATE ADVANCEMENT

*In 2013, Gabon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Criminal Court convicted nine people of child trafficking and sentenced each to 14 years in prison. The labor inspectorate withdrew 50 children from child labor situations, and the Government continued to operate a shelter for children in need. However, children in Gabon continue to engage in the worst forms of child labor in domestic service, as a result of human trafficking. The Government continues to delay the development of a list of hazardous occupations prohibited for children under age 18 and has yet to conduct a proposed study on children trafficked into domestic service. Furthermore, it imposed no penalties for violations of child labor provisions of the Labor Code during the reporting period.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Gabon are engaged in the worst forms of child labor in domestic service; some reports suggest that they are engaged in the worst forms of child labor in commercial sexual exploitation, although the magnitude of the problem appears to be small.(1-8) According to a government survey, there are approximately 1,000 street children in Gabon. Street children and orphans affected by HIV/AIDS in Gabon are particularly vulnerable to involvement in the worst forms of child labor.(8) Data on key indicators on children's work and education in Gabon are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Domestic service (8, 11)
	Street vending (1, 11-15)
	Working as mechanics and in handicrafts workshops (5, 7, 16)
Categorical Worst Forms of Child Labor‡	Work in domestic service, in street vending, as mechanics, in handicrafts workshops,* and in restaurants, as a result of human trafficking (5, 7, 16-19)
	Commercial sexual exploitation sometimes as a result of human trafficking* (3, 5, 7, 16)

\* Evidence of this activity is limited and/or extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182

Evidence suggests that the children involved in street vending in Gabon are required to carry heavy loads.(1, 15) Boys in Gabon are trafficked to work in handicrafts workshops and as mechanics; girls are trafficked to work in restaurants and commercial sexual exploitation.(5, 7, 16) These children are often from other countries in Central and West Africa.(1, 7, 19) There is some evidence children are trafficked within Gabon as well.(6, 20)




The Government made plans in 2011 to undertake a survey on trafficking victims in 2012, but has not yet done so.(5, 21, 22) The survey was intended to include children trafficked into domestic service.(23) It is unclear whether this survey will be carried out.

The country suffers from a shortage of schools and teachers. While UNICEF reports generally high primary-school attendance rates, a 2010 UNICEF report indicates that dropout and repetition are problems at the secondary level.(12, 16) Reports also suggest that some children, especially girls, are pressured by teachers to have sex in exchange for good grades.(24) The lack of sufficient educational opportunities might increase the likelihood that children will enter into the worst forms of child labor.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Gabon has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 177 of the Labor Code (25, 26)
Minimum Age for Hazardous Work	Yes	18	Article 177 of the Labor Code (25, 26)
List of Hazardous Occupations Prohibited for Children	Yes		Article 177 of the Labor Code (25, 26)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code (25)
Prohibition of Child Trafficking	Yes		Law 09/04 (7)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law 09/04 (7)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	20	Act No. 004/98 (27)
Compulsory Education Age	Yes	16	Article 1 of the Constitution; Article 2 of Act No. 21/2011 (28, 29)
Free Public Education	Yes		Article 1 of the Constitution; Article 2 of Act No. 21/2011 (28, 29)

\* No conscription or no standing military.

The Ministry of Education may make exemptions from the minimum employment age of 16; exemptions may be for light work, or for vocational training or apprenticeships for children between 14 and 16. However, the Government decree for exemptions for light work does not set a minimum age for which such light work may be permissible and does not include a list specifying the kinds of light work allowed under this exemption; moreover, the ILO Committee of Experts has expressed concern over this gap in the law.(25, 26, 30)

The Labor Code sets the minimum age for hazardous work at 18 and enables labor inspectors to require medical exams for anyone under the age of 21 who may be asked to perform work that is considered “high risk.”(25, 26) The Labor



# Gabon

## MODERATE ADVANCEMENT

Code proscribes broad categories of hazardous work, but does not lay out a list of the specific hazardous occupations prohibited for children under age 18.(26) According to the 2010 amendment to the Labor Code, the Ministry of Economy, Employment and Sustainable Development (formerly the Ministry of Labor, Employment and Social Security); the Ministry of Health; and the Ministry of Family and Social Affairs are responsible for formulating such a list and issuing a decree to enact it into law. However, these agencies have not yet begun this task, though UNICEF has offered recommendations on such a law to these agencies.(21, 26, 30, 31) Information was not available on whether laws exist to protect children from engaging in illicit activities such as drug trafficking.

The Constitution calls for the provision of free education; however, in practice, families must pay for supplies, including school uniforms.(16, 28)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Economy, Employment, and Sustainable Development (MOEESD)	Receive, investigate, and address child labor complaints through its inspectors.(3, 11, 32)
Ministry of Justice	Enforce child labor laws.(11, 32)
Local Vigilance Committees	Monitor potential cases of child exploitation and trafficking at the local level.(20, 21, 32)

Law enforcement agencies in Gabon took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Government coordinated with UNICEF to train 10 labor inspectors on child labor.(3) Ministry of Economy, Employment, and Sustainable Development (MOEESD) carries out inspections in cities but not in rural areas; the country's heavily forested terrain contributes to the lack of access to such areas.(3, 11, 33) The Government does not make public any data on the number of child labor inspections, but it acknowledges that while inspections are carried out in sectors where children work, more inspections are needed.(3, 30) Violations of child labor laws were found in at least 16 cases, and approximately 50 children were removed from exploitative labor during the reporting period.(3) However, Gabon has imposed no penalties for violations of child labor provisions of the Labor Code during the reporting period.(30)

Labor inspectors can question any child suspected of being involved in the worst forms of child labor, including in the informal sector. However, the law also gives the police the right to arrest children involved in such work, thereby punishing them for their involvement in exploitative labor.(12)

#### *Criminal Law Enforcement*

In 2013, Department of Justice officials attended a UNICEF workshop on strengthening the rule of law when prosecuting violations of children's rights. Approaches included educating judges and other officials involved in criminal law enforcement on international standards.(34, 35) Nine people were convicted of child trafficking and sentenced to 14 years of prison each.(3) The Government reactivated a dormant Vigilance Committee in Woleu Ntem province because of a reported increase of trafficking of indigenous children in the previous year.(20)

UNICEF has reported that weak enforcement and coordination pose challenges to combating trafficking in Gabon. Although the situation is improving as a result of public awareness campaigns and trainings for law enforcement, the UN has noted that due to a lack of knowledge of the law, officials continue to occasionally try minors as adults or treat child trafficking victims as undocumented immigrants.(12, 36)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established a mechanism to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Interministerial Committee for the Fight Against Child Trafficking	Coordinate efforts against child trafficking and all worst forms of child labor by facilitating communication and coordinating enforcement actions among ministries. Led by the MOEESD and includes the Ministry of the Interior, the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of Health, the Ministry of Family and Social Affairs (MFSA), and the head of the police unit for minors. Refer children found during inspections to social services, including shelters run by or in coordination with the MFSA.(3, 11, 23, 37)

In 2013, the Interministerial Committee met regularly, facilitated the repatriation of victims of child trafficking, organized training for labor inspectors and law enforcement officials, and conducted an observation mission in the province of Ogooué Lolo.(3) The Interministerial Committee receives a budget to fund investigations and coordinate actions against child exploitation. The Committee acknowledges that it has a limited budget for fighting child exploitation.(3, 11)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Gabon has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
2013 Plan of Action on the Worst Forms of Child Labor†	Aims to address the worst forms of child labor, including by identifying and prosecuting those who use child labor, building capacity to enforce laws against trafficking, and encouraging civil society to participate in the Vigilance Committees that have been established in rural areas. Vests executive role for the plan in the Interministerial Committee, in cooperation with Economic Community of Central African States, ECOWAS, and other regional partners.(3, 4, 13, 21)
Education Policy (2010-2020)*	Includes goals of making pre-primary education widely available, improving the quality of primary education throughout the country, and improving the quality and increasing the availability of different types of secondary education that would prepare students for the workforce.(29, 38)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

#### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Global Action Plan on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to develop, validate, adopt, and implement a National Action Plan on the elimination of child labor in Gabon.(39) In 2013, the Government adopted a Plan of Action on the Worst Forms of Child Labor.(3, 13, 21)
Gabon Emergent Plan*‡	Government program that outlines President Ali Bongo Ondimba's vision for the country's development, which includes a component on improving work conditions and eliminating child labor; under the Plan, the Government conducted an awareness-raising campaign with the assistance of UNICEF.(11, 31, 40)
Shelters for Children in Need*‡	Vigilance Committees-operated shelters that provide victims of child labor and trafficking and orphans with health, education, financial, and reintegration services.(11, 40)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Gabon.

Although a formal agreement does not exist, standard operating procedures are in place with the Government of Benin to facilitate repatriation of trafficking victims from that country.(20) Gabon also has informal agreements to cover the

costs of repatriating trafficking victims with Mali, Nigeria, and Togo.(5, 7, 13, 38)

Existing government services offered to victims of child trafficking have been focused on children in street work, to the exclusion of children in other forms of child labor. The Government also lacks programs targeting children in other worst forms of child labor.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Gabon. (Table 9)

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Create a list of light work that children between 14 and 16 may be allowed to perform by exemption from the Ministry of Education.	2013
	Develop and issue a decree laying out the complete, updated list of hazardous types of work and enterprises prohibited to children under age 18, as mandated in the Labor Code.	2010 – 2013
	Ensure that laws protect children from engaging in illicit activities, such as drug trafficking.	2011 – 2013
	Amend the law to ensure police cannot arrest children engaged in the worst forms of child labor.	2010 – 2013
Enforcement	Conduct child labor inspections outside of urban areas.	2011 – 2013
	Gather, analyze, and disseminate child labor enforcement information.	2009 – 2013
	Ensure that children are protected from and are not penalized for their involvement in the worst forms of child labor by educating officials to ensure that minors are not tried as adults and child trafficking victims are not treated as criminals.	2010 – 2013
	Improve the sharing of anti-trafficking law enforcement information among government ministries.	2011 – 2013
Coordination	Ensure that the Interministerial Committee for the Fight Against Child Trafficking has sufficient funds to coordinate efforts and train Committee members on child labor, including its worst forms	2013
Social Programs	Assess the impact that existing programs may have on child labor.	2013
	Institute programs focused on all worst forms of child labor in Gabon.	2010 – 2013
	Carry out the proposed survey on child trafficking.	2011 – 2013
	Take steps to address abuse in schools, costs of school materials, and numbers of schools and teachers.	2010 – 2013

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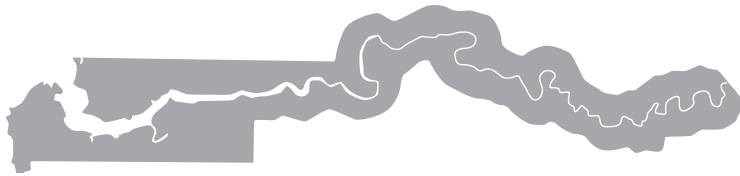
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# Gambia, The

## MODERATE ADVANCEMENT

*In 2013, The Gambia made a moderate advancement in efforts to eliminate the worst forms of child labor. Several law enforcement agencies were trained on a range of issues related to the worst forms of child labor, and officials identified and provided services to 63 children allegedly being used to work as housemaids and street vendors. The Government signed a Memorandum of Understanding on trafficking in persons with the Government of Senegal during the year. In addition, the Government increased funding for a drop-in center that provides medical care, food, and counseling to street children and continued to operate a conditional cash transfer program that provides services to more than 1,000 children rescued from forced begging. However, children in The Gambia continue to engage in the worst forms of child labor in domestic service and commercial sexual exploitation. Gaps in the legal framework persist, such as between compulsory education and minimum working ages. In addition, child labor laws are not effectively enforced, and existing social programs are not sufficient to meet the need.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in The Gambia are engaged in the worst forms of child labor in domestic service and commercial sexual exploitation.(1-3) Table 1 provides key indicators on children's work and education in The Gambia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	36.4 (180,954)
Attending School (%)	5-14 yrs.	65.7
Combining Work and School (%)	7-14 yrs.	29.6
Primary Completion Rate (%)		70.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2005-2006.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown (1)
Industry	Working in carpentry, masonry, plumbing, and in metal welding workshops (1)
	Domestic service (1)
	Street work, including vending (1, 3, 6)
Services	Scavenging scrap metal at dump sites (3)
	Taxi and bus attendants (1)
	Auto mechanics (1, 3)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1-3, 7)
	Forced begging by Koranic teachers (6, 8-10)
	Domestic service and street vending as a result of human trafficking (1, 7, 9)

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The commercial sexual exploitation of children is a serious problem in The Gambia.(1, 2) Children are exploited in brothels and motels in tourist areas.(1, 11, 12)

In The Gambia, it is a common practice to send boys to receive education from Koranic teachers called *marabouts*. Some Koranic students, or *almudus*, are forced by their teachers to beg in the streets for money and food.(1, 6, 8, 13) Some reports indicate that cases of begging forced on *almudus* by *marabouts* have decreased as a result of increased






enforcement and a government cash transfer program.(1, 2, 7) However, evidence suggests that instead of requiring *almudus* to beg, many *marabouts* now force students to sell items on the street. *Almudus* in rural areas also engage in long hours of farm work.(1)

Children, mostly girls, are trafficked within The Gambia for domestic service and commercial sexual exploitation, including in the tourism industry. Children of both sexes are taken to and from neighboring countries where they are exploited in the commercial sexual exploitation, domestic service, and forced street vending.(1, 7) Children are trafficked from other West African nations to The Gambia for commercial sexual exploitation.(7)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Gambia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 43 of the Children's Act (2005) (14, 15)
Minimum Age for Hazardous Work	Yes	18	Article 44 of the Children's Act (2005); Article 46 of the Labor Act (2007) (14, 15)
List of Hazardous Occupations Prohibited for Children	Yes		Articles 44-45 of the Children's Act (2005); Article 45 of the Labor Act (2007) (14, 15)
Prohibition of Forced Labor	Yes		Article 20 of the Constitution (1997); Article 41 of the Children's Act (2005) (15, 16)
Prohibition of Child Trafficking	Yes		Articles 39-30 of the Children's Act (2005); Articles 28 and 56 of the Trafficking in Persons Act (2007); Tourism Offenses Act (2003) (15, 17, 18)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 26,27, 29-31, 32, and 34 of the Children's Act (2005); Tourism Offenses Act (2003) (15, 18)
Prohibition of Using Children in Illicit Activities	Yes		Articles 31, 36, and 37 of the Children's Act (2005) (15)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 59 of the Children's Act (2005) (1, 15)
Compulsory Education Age	Yes	12	Constitution (1997) (16, 19)
Free Public Education	Yes		Article 30 of the Constitution (1997); Article 18 of the Children's Act (2005) (15, 16)

\* No conscription or standing military.

Gambian law is not completely consistent with international standards regarding child labor. The Government lacks protections for children working without a formal employer-employee relationship, such as children in domestic work.(20) Children are also required to attend school only until the age of 12. This standard makes children ages 12 to

# Gambia, The

## MODERATE ADVANCEMENT

15 particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work either.(2, 16, 20)

Article 30 of the Constitution mandates free compulsory education; however, families are often required to buy books and uniforms for their children as well as contribute to the school fund, which is used to fund certain activities in the school.(2, 21) The Government consistently waived school fees for girls in order to increase their enrollment.(2, 8)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Trade, Regional Integration, and Employment (MOTRIE)	Investigate tips and allegations of possible child labor violations.(8) Maintain an electronic database that contains information on cases related to child protection, including those involving labor and trafficking violations.(1, 11)
Department of Social Welfare (DSW)	Combat forced child labor and coordinate the handling of trafficking victims, working closely with social welfare officers in police units.(1, 7) Operate a 24-hour hotline to address human trafficking and maintain a database of persons suspected of pedophilia or child trafficking in collaboration with the GTB.(9, 11, 22)
Child Protection Alliance (CPA)	Promote child rights and child protection.(23-25) Raise awareness about child exploitation and build capacity for prevention and protection. Includes government departments, civil society organizations, UN agencies, NGOs, child and youth organizations and bilateral institutions.(24)
Gambia Tourism Board (GTB)	Combat the commercial sexual exploitation of children in tourist areas.(1) Maintain a database of persons suspected of pedophilia or child trafficking in collaboration with the DSW.(11, 22)
Tourism Security Unit (TSU)	Prevent unaccompanied children from entering tourist areas and patrol tourist areas for child labor violations and criminal violations such as commercial sexual exploitation and trafficking. Has a dedicated child protection division.(1, 7, 22)
Gambia Police Force's Child Welfare Unit	Handle all child related matters.(25) Work with the DSW, the CPA, and other agencies and NGOs to assess and identify children engaged in the worst forms of child labor.(3)
Community Child Protection Committees (CCPCs)	Raise awareness and report cases of child, including child labor, to the authorities. Currently 55 CCPCs operating in the country.(3, 7, 26)
Neighborhood Watch Groups	Be on the alert for cases of child exploitation. Five existing groups established by DSW in urban areas near tourist resorts.(7) DSW provides members with allowances and cell phone credit.(7)

Law enforcement agencies in The Gambia took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Department of Labor, under the Ministry of Trade, Industry, Regional Integration and Employment (MOTRIE) had five labor inspectors to enforce all labor laws, including those related to child labor; this number appears to be insufficient for the size of the population. Adequate transportation and fuel posed a challenge for inspectors.(1) Children found during labor inspections are referred to the Department of Social Welfare (DSW). The Department of Labor did not receive any child labor complaints during the year.(1) A source indicates that inspectors received training on child labor issues in 2013.(1) Early in 2014, the Government of The Gambia tripled the budget for the DSW's child protection efforts.(7)

The Government did not make labor inspection data accessible to the public, including the number of inspections performed, violations found, citations issued, and the severity of penalties applied.(1)

#### *Criminal Law Enforcement*

In 2013, the Gambia Tourism Board (GTB) trained 50 members of the Tourism Security Unit (TSU) on human trafficking and the commercial sexual exploitation of children.(9) The Child Protection Alliance (CPA) also trained 25 senior police officers on child rights and child protection.(27) Members of the Gambia Armed Forces, TSU, and the Gambia Police Force were also trained to identify child exploitation and learned new methods to combat crimes

against vulnerable children.(28) In addition, the CPA, in collaboration with the GTB, trained 30 official tour guides and members of the TSU on the Tourism Offences Act as part of efforts to combat the commercial sexual exploitation of children within the tourism industry.(29, 30) The DSW and the Gambia Police Force sensitized over 1,000 police and immigration officers and social workers through trafficking and child protection seminars.(7) The GTB and CPA jointly funded a billboard at Banjul International Airport warning against child sex tourism and its penalties.(7) The Community Child Protection Committee (CCPC) of Sanyang also trained police, immigration, health workers, teachers, and community members on child labor, child trafficking, and child abuse.(31)

The Gambia Police Force and DSW launched a police training manual which includes child protection and child justice issues. The manual is to be integrated into the police-training curriculum as an introduction to child protection and child justice.(32) During the year, police and immigration officers raided unfinished buildings in the capital area and found about 60 Senegalese children living in unsanitary conditions. The group reported to be working as housemaids and street vendors on behalf of employers.(7) Authorities arrested 18 individuals who were released on bail during the investigation. The children stayed at a DSW shelter for prior to their repatriation to Senegal.(7)

Research did not uncover information about the number of investigators responsible for enforcing criminal laws related to the worst forms of child labor. There were no trafficking prosecutions or convictions during the year.(7)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Department of Social Welfare (DSW)	Coordinate government efforts to combat the worst forms of child labor. Headed by a Director and assisted by social welfare officers.(1)
National Agency Against Trafficking in Persons (NAATIP)	Coordinate, administer, and monitor the implementation of the Trafficking in Persons Act and sharing information among law enforcement agencies. Convene monthly meetings of the National TIP Taskforce.(1, 7, 22, 33)

The National Agency Against Trafficking in Persons' (NAATIP) budget for the year was \$33,000.(1) This amount was sufficient to cover salaries and administrative costs, but not enough to cover the costs of training NAATIP and law enforcement officials.(1, 7) In addition, the Agency does not have its own vehicles and must rely on the Ministry of Justice.(1, 25) The Agency is developing a trafficking database and hired a data officer to gather and compile information from all organizations involved in anti-trafficking efforts; however, data was not available during the reporting period. NAATIP officials visited several border posts and trained police, immigration, and customs officials and community leaders on trafficking issues.(7)

NAATIP investigators lack specialized training in the worst forms of child labor.(1)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of The Gambia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Employment Strategy (2010–2014)	Aims to eliminate child labor through awareness raising, promotion of primary education, implementation of ILO Convention 182, and collection and analysis of child labor data.(34)
Code of Conduct of the Gambia Tourism Authority for the Protection of Children (2004)	Seeks to raise awareness within tourism industry and among tourists of commercial sexual exploitation of children.(1, 35) At the beginning of the peak tourism season, new hotel staff were trained on the Code.(1)
National TIP Action Plan (2012–2016)	Aims to combat trafficking. Initially drafted by the Ministry of Justice and recently updated by NAATIP.(7) NAATIP is responsible for implementation.(7)

# Gambia, The

## MODERATE ADVANCEMENT

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Program for Accelerated Growth and Employment (PAGE) (2012–2015)	Calls for improved social protection for children and access to education, as well as to prevent child exploitation including child labor, commercial sexual exploitation, and trafficking.(3, 36)
UN Development Assistance Framework (2012–2016)	Promotes improved access to education and develop child labor policies.(37)
Education Policy (2004–2015)	Has goals to expand school infrastructure, increase school enrollment, and improve the quality of education.(38, 39) Some research has indicated that average number of hours worked per child has decreased since implementation of the policy.(40)
The Gambia and Senegal Trafficking MOU†	Coordinates the two countries' counter trafficking efforts through meetings, information sharing, improved laws, and prevention, protection, and assistance activities. Signed in December 2013.(7, 41)

† Policy was launched during the reporting period.

In 2013, the Government signed an MOU to establish a partnership on social protection, which includes three government ministries and six UN agencies. This partnership will focus on integrating existing social protection mechanisms in the country that target vulnerable groups, such as child laborers.(42) This partnership also aims to develop a National Social Protection Policy and Operational Plan in 2014.(42)

During the year, the Government was in the process of developing a National Children's Policy and a National Plan of Action to Combat Sexual Exploitation of Children to follow the 2004 Plan. However, neither plan has been approved.(3)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of The Gambia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Combating Child Sex Tourism Project	CPA project, supported by ECPAT Netherlands, to raise awareness about child sex tourism and Tourism Offences Act among TSU, hoteliers, travel agencies, and other tourism stakeholders and provide them with Code of Conduct of the Gambia Tourism Authority for the Protection of Children.(30)
Street Children Center	DSW (with support from international organizations, foreign NGOs, and local businesses), drop-in center in Talinding Kunjang that provides medical care, food, and counseling to street children, including trafficking victims and <i>almudus</i> .(1, 7, 22, 26) Center tries to prevent the children from returning to begging.(8, 43) Government allocated \$11,500 for the functioning of the center and another \$6,666 for its renovation during the reporting period.(7, 9)
Conditional Cash Transfers to the <i>Majaalis</i> ‡	Ministry of Education (with support from NGOs) conditional cash transfer program that gives <i>marabouts</i> \$2.56 per month and food rations for each student on condition that they not force students to beg.(7) Ministry of Education provides teachers for English, mathematics, and science. Government reports that more than a thousand children are benefiting from program and plans to expand into more rural areas.(1, 9, 44)
Shelter for Trafficking Victims	DSW (with support from international organizations, foreign NGOs, and local businesses) 24-hour shelter in Bakoteh for victims of trafficking, including children. Accommodates 48 people and provides guests with food, medical care, and counseling.(7) Over 1,000 children have received services since it opened in 2006.(7)
One-Stop Centert	DSW (with the support of NGO partners) center, opened in 2013, that provides medical care, counseling, and legal services to trafficking victims and victims of gender-based violence.(7)
Family Assistance Hotline‡	DSW 24-hour hotline through which trafficking victims may reach social welfare officers.(7)
Protect Project	USDOS-funded, ChildFund project to develop national child protection system for prevention of and response to child trafficking in The Gambia. Program has trained 120 government officials on child trafficking since its inception.(45)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects to assist ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region.(46, 47)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Children on the Move	DSW participates in 3-year, 12-country regional project, funded by a Swiss NGO, which provides services to child trafficking victims, including repatriation.(1, 7)

† Program was launched during the reporting period.

‡ Program is funded by the Government of The Gambia.

Although The Gambia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem and reach all children vulnerable to trafficking, commercial sexual exploitation, and work on the street. Furthermore, existing programs do not target children working in agriculture and domestic service.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified in that would advance the elimination of child labor, including its worst forms, in The Gambia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2012 – 2013
	Adopt legislation that increases the age of compulsory education to 16 so that it is commensurate with the minimum age for work.	2010 – 2013
Enforcement	Provide sufficient staffing and financial resources for effective inspection and enforcement efforts.	2013
	Establish a mechanism for public reporting on the number of child labor complaints, investigations, and prosecutions.	2012 – 2013
Coordination	Ensure the NAATIP is provided with adequate resources.	2012 – 2013
	Provide necessary specialized training for appropriate agency officials in the NAATIP.	2012 – 2013
Government Policies	Continue monitoring and evaluating the impact of the National Education Policy on child labor, including the average number of hours worked per child.	2010 – 2013
	Approve the National Children's Policy and the National Plan of Action to Combat Sexual Exploitation of Children.	2012 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2013
	Expand existing programs to prevent child trafficking, commercial sexual exploitation, and work on the street.	2010 – 2013
	Develop programs to assist children in agriculture and domestic service.	2009 – 2013
	Increase access to schooling by providing universal free, compulsory education as guaranteed by the Constitution.	2010 – 2013

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*In 2013, Georgia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government participated in two projects to address child labor; the first includes original data collection and analysis on child labor, and the second focuses on improving the Government's ability to enforce labor laws and adhere to international labor standards, including those related to child labor. The Government also formed the Inter-Ministerial Coordination Council on Childcare to oversee the implementation of the 2012–2015 Child Action Plan, which aims to serve vulnerable children, including those living and working on the street. It continued to work with international organizations on a program to identify children living and working on the streets. It also continued a reform of its system of orphanages and similar institutions to provide better care to vulnerable children, including street children. However, children in Georgia continue to engage in child labor in agriculture and in the worst forms of child labor in forced begging. Gaps remain in enforcement and in the collection and dissemination of data, which hinders effective targeting of the policies and programs to address the worst forms of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Limited evidence suggests that children in Georgia are engaged in child labor in agricultural work, particularly on farms, and in the worst forms of child labor in forced begging.(1-3) Table 1 provides key indicators on children's work and education in Georgia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	29.1 (172,378)
Attending School (%)	5-14 yrs.	92.1
Combining Work and School (%)	7-14 yrs.	31.5
Primary Completion Rate (%)		108.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3 Survey, 2005.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (1, 2)
Services	Street work including begging, washing cars,* and collecting glass and scrap metal* (2, 6, 7)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation as a result of human trafficking* (8)
	Forced begging* (3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Many children engaged in agricultural activities work on farms.(1, 2) Limited evidence suggests that agricultural work disrupts school participation among some ethnic minority children.(7)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Georgia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 4 of the Labor Code of Georgia (9)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Labor Code of Georgia (9, 10)
List of Hazardous Occupations Prohibited for Children	Yes		Order No. 147/N, 3 May 2007 of the Minister of Labor, Health and Social Affairs 2007 "On Approving the List of Heavy, Harmful and Hazardous Work" (2, 11, 12)
Prohibition of Forced Labor	Yes		Article 30 of the Constitution of Georgia (13)
Prohibition of Child Trafficking	Yes		Articles 143 and 172 of the Criminal Code of Georgia; The Law of Georgia on Combating Human Trafficking (2, 14, 15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 171 of the Criminal Code of Georgia (2, 15)
Prohibition of Using Children in Illicit Activities	Yes		Article 172 of the Criminal Code of Georgia (2, 15)
Minimum Age for Compulsory Military Recruitment	Yes	18	Articles 9 and 21 of the Law of Georgia on Military Duty and Military Service (16, 17)
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	15	The Law on General Education (11, 18)
Free Public Education	Yes		Legislation title unknown (2)

Information was unavailable regarding the specific activities on the list of Heavy, Harmful and Hazardous Work.(19) There does not appear to be protection in the law for children engaged in dangerous activities in streets.(2) In addition, the Government does not consider children's work in the agriculture sector to be hired work. This leaves children working in the agricultural sector without the same legal protections afforded to hired laborers as outlined in the Labor Code.(9, 20)

The Law on General Education makes education compulsory for nine years and does not specify a start or end age.(11, 18) Most children begin school at age 6. Education is free through high school.(2) The compulsory education age leaves children ages 15 to 16 vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work either.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Health and Social Affairs (MoLHSA)	Oversee child welfare issues and address labor matters.(2) Through the Child Protection and Social Programs sub-department, receive and forward complaints of child labor violations to law enforcement agencies for investigation and prosecution.(21)
The Department of Labor and Employment within MoLHSA	Address labor and employment issues, and revise existing laws and policies to be in accordance with international standards.(11)
Social Service Agency (SSA) within MoLHSA	Administer social benefits such as targeted social assistance, health care, and vouchers for day care. Employ social service agents who identify qualifying families for services and social workers who oversee child protection and family welfare cases.(6)
Ministry of Internal Affairs (MoIA)	Investigate child labor cases, including NGO and civilian reports of potential child labor violations.(2, 6) Enforce criminal laws related to child labor and child trafficking.(6)
Ministry of Justice (MOJ)	Enforce criminal laws related to child labor and child trafficking.(6)
MoIA's Special Operations Department	Lead criminal investigations of trafficking in persons, including the trafficking of children, and turn actionable cases over to MOJ for prosecution.(22, 23)
The Prosecutor's Office	Investigate large-scale cases of child trafficking.(2)
Police and district inspectors	Maintain contact with district inhabitants to obtain information on the children vulnerable to crime and abuse and to take protective measures.(24)
The Technical Oversight Inspection Agency	Conduct labor inspections in occupations classified as hazardous. These inspections only target violations of child labor laws and hazardous work conditions.(2) Report to the Ministry of Economic Development.(2)
Joint Child Referral Mechanism	Ensure interagency coordination of the enforcement of child labor laws and enumerate the procedures for referring children subject to any form of violence—including labor exploitation—to child protective services.(6) Comprised of the Minister of Labor, Health, and Social Affairs; the Minister of Internal Affairs; and the Minister of Education and Science.(25)

Criminal law enforcement agencies in Georgia took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such action.

### ***Labor Law Enforcement***

Research did not uncover the number of inspectors or inspections conducted during the reporting period. Despite being responsible for labor law enforcement, research found the Ministry of Labor, Health and Social Affairs (MoLHSA) to be a policymaking and implementing body without inspectors or other means to enforce labor law. The Labor Inspectorate, within the former Ministry of Labor, Health and Social Security, was abolished under the 2006 Labor Code, leaving Georgia without any means to actively monitor workplaces for violations of child labor laws.(20, 21)

### ***Criminal Law Enforcement***

In 2013, five cases were investigated under Article 255 of the Criminal Code, which relates to the production and sale of pornography. According to the Interagency Anti-Trafficking Coordination Council for the Implementation of Measures against Human Trafficking, MoIA initiated three investigations on minors subjected to trafficking for the purpose of commercial sexual exploitation.(6, 26) The MoIA also investigated six allegations of minors involved in “anti-social activities,” which included begging and commercial sexual exploitation. As a result of investigations, one child victim was placed in a shelter.(6, 26) In 2013, there were no cited violations of child labor law.

Law enforcement training includes modules on trafficking of minors. Trafficking in persons trainings were held throughout the year, including a training on victim identification and effective investigation attended by five prosecutors and 19 police investigators.(6, 8)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including some of its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Inter-Ministerial Coordination Council on Childcare	Implement the 2012–2015 Child Action Plan, which aims to serve vulnerable children, including those living and working on the street. Comprised of representatives of the MoLHSA, Ministry of Education, Ministry of Finance, MoIA, MOJ, the Public Defender's Office, and UNICEF.(6)
The Interagency Anti-Trafficking Coordination Council for the Implementation of Measures against Human Trafficking (ICC)	Coordinate government efforts against trafficking in persons and children, including those to protect and rehabilitate victims. Chaired by the Minister of Justice and comprised of representatives from state agencies and non-state entities.(14, 23) Refer child victims to shelters to receive social services.(6)

In 2013, the Government formed the Inter-Ministerial Coordination Council on Childcare to oversee the implementation of the 2012–2015 Child Action Plan, which aims to serve vulnerable children, including those living and working on the street. The Council convened for the first time in October.(6) Various governmental bodies in Georgia are involved in child protection. While the Government of Georgia has established the Inter-Ministerial Coordination Council on Childcare and the Interagency Anti-Trafficking Coordination Council (ICC), research found no evidence of coordinating mechanisms to combat child labor, including in all its worst forms.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Georgia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
The 2012–2015 Action Plan for Child Welfare and Protection	Establishes an overarching framework to improve the welfare of children, including highly vulnerable groups like street children. Identifies the institutions responsible for carrying out activities, funding sources, and expected outcomes in a broad range of areas such as education, health, childcare, public awareness campaigns, and rehabilitation programs.(6, 11, 27) In 2013, the Government closed all of its large, state-run childcare institutions for children without disabilities. Children previously receiving care from these institutions were either reintegrated with their biological families, or placed in foster care or in small group homes.(6)
Education Strategy for 2010–2015*	Research did not uncover information about this strategy.
Anti-trafficking Action Plan for 2013–2014†	Supports implementation activities to address human trafficking, including the exploitation of children.(3) Approved in 2013 by the President and fully implemented during the year.(8)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Georgia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)†	USDOL-funded research project implemented by the ILO in 10 countries, including Georgia, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(28)
Improved Compliance with Labor Laws in the Democratic Republic of Georgia†	\$2 million USDOL-funded grant implemented by the ILO to work with the Government to improve their ability to enforce labor laws and adhere to international labor standards.(29)
Strengthening Childcare Services and Systems Project (2010–2013)*	\$5.4 million USAID-funded project to assist Georgia's children by improving access to social benefits for vulnerable groups, providing alternative care and expanding family support services, and strengthening policy, oversight, and accountability in the childcare system.(30, 31)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Child Care Reform*	MoLHSA and SSA program to reform child care efforts. Supported by UNICEF.(25)
Reaching Highly Vulnerable Children in Georgia with a Focus on Children Living or Working on the Streets‡	MoHLSA program to assist children and youth living or working on the streets. Supported by UNICEF and implemented by World Vision, Caritas, and Child and Environment; EU, UNICEF, and World Vision funding a pilot program.(2, 25, 32) Aims to reach more than 500 children and includes the development of a database to house data on children working or living in the streets.(11, 25) Aims to create sustainable, state-financed, community-based mechanisms for the development and social integration of vulnerable children.(6) In 2013, the program was operational and met its goal of operating day care centers and 24-hour crisis centers. Received some government funding.(6)
The State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking (SFVPA)‡	MoHLSA program to protect, assist, and rehabilitate trafficking victims, including minors.(8) Implements the Government's Rehabilitation and Reintegration Strategy, which includes operating two trafficking shelters in Batumi and Tbilisi, each staffed with a social worker to further assist victims. Funds the Assistance to Victims of Trafficking in Persons Hotline and a related Web site.(6, 23, 25) In 2013, 620 people were employed under the State Fund, 30 of whom focused on trafficking in persons.(6)
Free text book program‡*	Government program that distributes free textbooks to extremely vulnerable children.(25) In 2013, \$21 million was allocated for free textbooks for all secondary school children.(6)
The Georgian Language for Future Success Program*	Government program that commissions teachers who are native speakers of Georgian to teach subjects in the Georgian language in ethnic minority classes. These teachers also assist local teachers in improving their abilities in the Georgian language.(19)
Pension program and Targeted Social Assistance (TSA)*	SSA administered program that provides financial assistance to the poorest 10 percent of the population.(33)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Georgia.

The Government has worked largely in cooperation with international organizations, NGOs, and foreign aid agencies to improve the welfare of children and address the plight of street children. Research found no evidence of any programs to assist children engaged in agriculture.

In 2013, the Government introduced universal healthcare and funded the “Mother and Child Healthcare” program, which may impact the overall wellbeing of the children served, including those in child labor.(6) The Government also conducted anti-trafficking training and awareness raising campaigns, including for school-aged children.(8)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Georgia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Provide legal protection for all children working on the streets and in agriculture.	2012 – 2013
	Increase the age of compulsory education to 16, the minimum age for work.	2009 – 2013
Enforcement	Reestablish the Labor Inspectorate, or establish an equivalent body, to enforce child labor legislation.	2009 – 2013
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2013
Government Policies	Assess the impact of education and child welfare reform policies on children engaged in child labor, including in agriculture, on the streets, and in the worst forms of child labor in commercial sexual exploitation.	2011 – 2013
Social Programs	Assess the impact that the childcare, education, and social assistance programs may have on preventing and removing children from child labor.	2009 – 2013
	Expand and develop social programs to assist children engaged in or at risk of entering child labor.	2009 – 2013

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*In 2013, Ghana made a moderate advancement in efforts to eliminate the worst forms of child labor. The National Program for the Elimination of Child Labor in Cocoa (NPECLC) released the results and analysis of the pilot of the Ghana Child Labor Monitoring System (GCLMS). The Ghana Police Service's Anti-Human Trafficking Unit (AHTU) increased the number of investigators it employs and opened its tenth regional office. Ghana became the first country to have its efforts against the worst forms of child labor peer reviewed by ECOWAS. However, children in Ghana continue to engage in the worst forms of child labor in agriculture, including in cocoa, and in fishing. Enforcement of legal protections against the worst forms of child labor is severely limited due to resource constraints, and social programs do not cover all of the sectors in which children work.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ghana are engaged in the worst forms of child labor in agriculture, including in cocoa, and in fishing.(1-3) In the cocoa sector alone, according to a report by Tulane University that assessed data collected during the 2008-2009 harvest season, 997,357 children ages 5 to 17 were estimated to be working, and 54 percent, or 538,297 of these children, were estimated to be reporting injuries from dangerous activities.(3, 4) Table 1 provides key indicators on children's work and education in Ghana.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	43.5 (2,731,596)
Attending School (%)	5-14 yrs.	83.1
Combining Work and School (%)	7-14 yrs.	39.8
Primary Completion Rate (%)		98.5

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Land clearing,† using machetes† and harvesting hooks,† working in the vicinity of pesticide spraying,† and carrying heavy loads† in the production of cocoa (3, 4, 7)
	Herding livestock* (8, 9)
	Fishing for tilapia, and to a lesser extent for mudfish,* silverfish,* catfish,* and electric fish,* including producing bait, nets, and fishing gear; launching,† paddling,† and draining canoes;† casting† and pulling† fishing nets and untangling† them underwater; sorting, picking, cleaning, and smoking† fish; and cleaning and repairing nets and boats (1, 2, 9, 10)
Industry	Quarrying and small-scale mining, sometimes for gold, including using mercury*† digging,† excavating,† and working in pits† (1, 9, 11, 12)
Services	Domestic service (1, 9, 13, 14)
	Transporting heavy loads as porters or kayayes (mainly girls who perform head porterage) (1, 9, 15-17)
	Running errands and cooking for fishermen and transporting and selling fish (2, 9)
	Street hawking (1, 9)
	Street begging† (1, 9)

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (1, 12)
	Forced begging and forced work in agriculture, artisanal gold mining,* domestic service, portering, and street vending (12)
	Fishing, including fishing for tilapia, as a result of human trafficking (2, 18-20)
	<i>Trokosi</i> , a form of forced ritual service for girls (1, 15, 21)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Some girls in the Greater Accra and Volta regions are involved in *trokosi*, a form of ritual servitude that can last from a few months to several years.(15, 21) Girls are sent by their families to local shrines to atone for their family members’ sins.(1, 15, 21) They perform tasks such as fetching water, maintaining the shrines, and working on the priest’s land. Their basic needs often go unmet, and they frequently suffer sexual and physical abuse.(21)







Ghana is a source, transit, and destination country for the trafficking of children for commercial sexual exploitation and forced labor, including in the fishing sector.(22) Girls, and to a lesser extent boys, are subjected to commercial sexual exploitation, particularly in the Volta region and oil-rich Western regions.(12) Ghanaian children are trafficked to neighboring countries in West Africa for labor exploitation.(22, 23)

Despite the requirement for free education in Ghana, families are often required to purchase uniforms and school materials. Children without uniforms may be turned away from school.(8, 24) Access to education is also hindered by a shortage of classrooms and by schools without sufficient teachers or materials. For some children, attending school is practically impossible, as their villages are located many miles away from the nearest school and there is no form of public transportation.(25-28) Although a birth certificate is not a legal requirement to enter school, it is reported that some children who do not have them are denied access to school; births in Ghana are not always registered with the government.(8) Some children, especially girls, are reported to be sexually assaulted and harassed by teachers.(8)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Ghana has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 89 of the Children's Act 1998 (29)
Minimum Age for Hazardous Work	Yes	18	Section 91 of the Children's Act 1998 (29)
List of Hazardous Occupations Prohibited for Children	Yes		Hazardous Child Labor Activity Framework for Ghana; Hazardous Child Labor Activity Framework for the Cocoa Sector 2008; Section 91 of the Children's Act 1998 (7, 9, 29)
Prohibition of Forced Labor	Yes		Article 16(2) of the Constitution 1992 (30)
Prohibition of Child Trafficking	Yes		Sections 1–2 of the Human Trafficking Act 2005 (Act 694) (31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 107–108 of the Criminal Code of 1960 (Act 29) (32)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Code of 1960 (Act 29) (32)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	17.5	Armed Forces Regulations (Administration) Volume I (33)
Compulsory Education Age	Yes	15	Article 2(2) of the Education Act of 2008 (34)
Free Public Education	Yes		Article 2(2) of the Education Act of 2008 (34)

\* No conscription or no standing military.

Section 107 of the Criminal Code stipulates that it is illegal to procure any person younger than age 21 for prostitution, as long as that person is not a prostitute or of known immoral character. This provision is unclear and makes criminal punishment dependent on a judgment of the child's or adult's moral standing, which may leave some child victims of commercial sexual exploitation unprotected.(32) As such, the Criminal Code contradicts the Children's Act, which states that courts and other institutions must give primary consideration to the best interest of the child in any matter concerned with a child.(29)

Ghana does not have laws to prohibit the use, offering, or procuring of a child for the production and trafficking of drugs.(15, 27)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Labor Relations (MELR)	Enforce all labor laws. Inspectors can enter any type of workplace.(1, 35) National Program for the Elimination of Child Labor in Cocoa (NPECLC), housed within MELR, implements Ghana Child Labor Monitoring System (GCLMS).(36)
District Assembly and the District Social Welfare Officer	Investigate child labor violations in the informal sector and report findings to police.(27)
Ghana Police Service (GPS)	Make arrests and conduct investigations related to forced child labor, child trafficking, sexual exploitation, and illicit activities. Enforce anti-trafficking laws through the Anti-Human Trafficking Unit (AHTU) of the Criminal Investigation Division.(1) AHTUs also exist at the regional level.(1) Domestic Violence and Victims Support Unit refers cases of trafficking to AHTU.(37, 38)
Office of the Attorney General	Prosecute child labor and child trafficking crimes.(1)

Law enforcement agencies in Ghana took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Employment and Labor Relations (MELR) had 94 labor inspectors responsible for the enforcement of all labor laws in the country, a decrease from the 130 labor inspectors employed in 2012.(1, 38) Community Child Protection Committees (CCPC) operated in over 600 communities in Ghana to monitor, prevent,



# Ghana

## MODERATE ADVANCEMENT

and withdraw children from the worst forms of child labor in cocoa as well as other sectors. These committees report cases to the Ghana Police Service (GPS), the Ministry of Gender, Children, and Social Protection's (MGCSP) Department of Social Welfare, or traditional authorities, depending on availability.<sup>(1)</sup> The MELR's Child Labor Unit (CLU) reported that during the reporting period the Inspectorate Divisions of the MELR did not receive funding, and inspectors do not have sufficient facilities and transportation to conduct inspections.<sup>(1)</sup>

With support from the ILO, the MELR conducted a 3-day child labor training for 35 labor inspectors that included discussion of Ghana's child labor legal framework, as well as best practices for labor inspection.<sup>(1)</sup> The CLU reports that child labor training opportunities are insufficient for the number of inspectors and scope of the problem.<sup>(1)</sup>

Information on the number of inspections, child labor violations found, and penalties imposed during the reporting period is unavailable.<sup>(1)</sup>

### *Criminal Law Enforcement*

In 2013, the Anti-Human Trafficking Unit (AHTU) opened a regional office in the Northern Region and is now present in each of the ten regions of Ghana.<sup>(1)</sup> During the year, the AHTU employed 58 investigators to enforce laws against trafficking, an increase from the 54 investigators employed in 2012. Four investigators were located in each of the nine regional units, with 22 located in Accra.<sup>(1)</sup> However, the AHTU operated using only donor funding because the government did not allocate funds to the unit during the year.<sup>(1, 12)</sup> The modest increase in the number of investigators is not sufficient to allow the AHTU to fulfill its mandate.<sup>(1)</sup> Information on the number of officials employed by the GPS to investigate other worst forms of child labor is unavailable.

Thirty AHTU officers took part in a one-week anti-trafficking training through an ILO partnership with the CLU and Ghana's Financial Intelligence Center (FIC). Two AHTU officers also received training from the FIC on the links between financial crimes and human trafficking.<sup>(1)</sup> Training does not appear to have been provided to all investigators. CCPCs, traditional leaders, and children have been educated on child trafficking issues to enable them to identify and report trafficking victims to the District Department of Social Welfare for its collaboration and follow-up with the GPS.<sup>(1)</sup>

The Office of the Attorney General is responsible for prosecuting criminal offenses related to the worst forms of child labor, including human trafficking; prosecutions are usually handled by the GPS prosecutors.<sup>(1)</sup> The AHTU reported 140 new investigations and 23 prosecutions of trafficking cases, although the number of cases that involved children is not available.<sup>(33)</sup> Comprehensive information on the number of criminal investigations, prosecutions, and convictions related to the worst forms of child labor is unavailable, since a centralized database is not maintained.

The agencies responsible for enforcing child labor laws are poorly coordinated, and there is currently no referral system for victims.<sup>(1, 38-40)</sup>

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee on Child Labor (NSCCL)	Oversee coordination, implementation, and monitoring of National Plan of Action for the Elimination of the Worst Forms of Child Labor 2009-2015 (NPA) and programs targeting worst forms of child labor. Chaired by MELR, and MELR's Child Labor Unit (CLU) is its Secretariat. <sup>(1, 38, 41)</sup> Members include ministries, labor unions, NGOs, Ghana Cocoa Board, and international organizations. Comprises three subcommittees: Policy Advisory, Education, and Skills Training; Advocacy, Social Mobilization, and Child Labor Monitoring; and Cocoa, Fisheries, and Mining and Quarrying. <sup>(38, 41)</sup>
National Partners Forum (NPF)	Discuss interventions to address worst forms of child labor in cocoa sector. Convened by NPECLC and comprises district assemblies, NGOs, trade unions, and civil society organizations. <sup>(1, 38)</sup>

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Human Trafficking Management Board (HTMB)	Advise the Minister of Gender, Children, and Social Protection (MGCSP) on trafficking policy and promote prevention and rehabilitation strategies. Intersectoral board chaired by Minister and includes police, immigration, local government, Ministries of Health and Education, and a parliamentarian, among others.(12) MGCSP's Human Trafficking Secretariat convenes quarterly meetings of the HTMB.(12)

During the reporting period, the National Steering Committee on Child Labor (NSCCL) met four times. The NSCCL coordinated information sharing between government agencies and social partners, reviewed and endorsed project proposals, and supported the pilot of the Ghana Child Labor Monitoring System (GCLMS).(1, 38, 42, 43)

The National Program for the Elimination of Child Labor in Cocoa (NPECLC) held the National Partners Forum (NPF) only once during the reporting period, citing that funding constraints prohibited additional meetings. The Human Trafficking Management Board (HTMB) did not meet in 2013, also citing insufficient funding as well as an outstanding request submitted to the Office of the President to rebuild the board.(1)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ghana has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan of Action for the Elimination of the Worst Forms of Child Labor (2009–2015)	Provides a comprehensive framework to significantly reduce worst forms of child labor by 2015.(1, 16, 27, 38) Coordinates various interventions to combat child labor. MOUs exist with 23 government agencies to establish the role of each agency in the fight to reduce worst forms of child labor.(44)
ECOWAS Regional Action Plan for the Elimination of Child Labor, Especially the Worst Forms	With 15 ECOWAS countries, implements a regional action plan on child labor, especially its worst forms. Aims to eliminate worst forms of child labor in West Africa by 2015 and to continue progress toward the total elimination of child labor.(45) During 2013, Ghana volunteered to be first country to have its efforts against worst forms of child labor peer reviewed under the ECOWAS Regional Action Plan. MELR's CLU completed a self-assessment of Ghana's performance, and an external review was conducted by reviewers from Côte d'Ivoire and Nigeria, along with an ECOWAS consultant.(1, 46–48) The ECOWAS peer review report highlighted the need for enhanced support from MELR and coordination among all partners, increased funding beyond cocoa sector, and establishment of clear sanctions for those who violate law. The assessment recommended estimating the cost of implementing the NPA, increasing services for children, and conducting additional local research.(1, 46, 48)
2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and its accompanying Framework of Action	In cooperation with the Governments of Côte d'Ivoire and the United States and the International Cocoa and Chocolate Industry, provides resources and coordinates with key stakeholders on efforts to reduce the worst forms of child labor in cocoa-producing areas.(49, 50) Takes steps to ensure that all project efforts implemented under the Declaration and Framework align with its national action plans in order to promote coherence and sustainability.(49–51)
Ministry of Food and Agriculture's Agriculture Extension Services Child Labor Strategic Plan†	Addresses ways to combat child labor in agriculture.(52)
Ghana's UN Development Assistance Framework (2012–2016)	Includes child labor in its National Development Priority for Human Development, Productivity, and Employment.(53)
Ghana's Medium-Term National Development Framework: Ghana Shared Growth and Development Agenda (2010–2013)	Incorporates the NPA and includes child labor as an issue in its Child Protection and Development focus area.(1, 54)
Education Strategic Plan (2003–2015)*	Includes a focus on alternative education for children who are out of school, hard to reach, or in urban slums.(26)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Ghana funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
GCLMS‡	MELR program that enables communities to monitor, report on, and coordinate services for children in exploitative labor.(4, 42, 55, 56) Operates through Community Child Protection Committees (CCPCs) that are active in more than 600 communities nationwide.(1, 36) In 2013, NPECLC held a meeting of partners in Accra to release and discuss the report of the 25-community pilot of GCLMS.(1)
Eliminating the Worst Forms of Child Labor in West Africa by Strengthening Sub Regional Cooperation through ECOWAS (ECOWAS I)	USDOL-funded, \$7.95 million, 5-year project implemented by the ILO with direct interventions to accelerate progress on the elimination of the worst forms of child labor in Côte d'Ivoire, Ghana, and Nigeria. Supports ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(57) By the end of March 2014, the project had withdrawn or prevented 5,536 children from the worst forms of child labor in fishing, mining, and agricultural production in Ghana and provided livelihoods services to 440 Ghanaian households. Helped establish CCPCs in 120 communities in the country.(58, 59)
Eliminating the Worst Forms of Child Labor in West Africa by Strengthening Sub Regional Cooperation through ECOWAS (ECOWAS II)	Linked to the ECOWAS I project, a \$5 million, USDOL-funded, 4-year project, implemented by the ILO with direct interventions in Benin, Côte d'Ivoire, Ghana, and Nigeria. Supports ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(60) In Ghana, the project worked with the government to support the initial stages of implementation of GCLMS in 20 communities. By the end of March 2014, the project had also provided education services to 1,009 children and livelihoods services to 1,124 households in Ghana.(61)
Towards Child Labor Free Cocoa Growing Communities in Cote d'Ivoire and Ghana through an Integrated Area Based Approach (CCP)	USDOL-funded, \$10 million, 4-year project, implemented by the ILO. In support of the 2010 Declaration, aims to reduce the worst forms of child labor in cocoa-producing areas in Côte d'Ivoire and Ghana by providing direct services to communities.(28, 49) In Ghana, aims to rescue more than 2,500 children and provide livelihood assistance to at least 1,000 households.(28) Works with Government to support a child labor monitoring system in cocoa growing areas.(28) By the end of March 2014, the project had provided educational service to 2,862 children and livelihood services to 1,145 households in Ghana.(62)
Survey on Child Labor in West African Cocoa Growing Areas	USDOL-funded, \$1.5 million, 3-year research project, implemented by the Payson Center at Tulane University. Supports the collection of nationally representative survey data on child labor in cocoa-growing areas of Côte d'Ivoire and Ghana.(63) Will help assess the prevalence of the worst forms of child labor in cocoa-growing areas. As called for in the 2010 Declaration, the study developed a baseline estimate of the number of children working in the worst forms of child labor in cocoa-growing areas.(49, 63) In Ghana, the project began a nationally representative survey in the cocoa sector during the 2013-2014 harvest season.(64) Coordinates with the government and works with government statistical experts to build the country's capacity to implement future child labor surveys.(51)
Industry-funded Projects in Support of the 2010 Declaration	Projects in Ghana's cocoa-growing areas funded by Mars, Nestle, Barry Callebaut, Mondelez International, and the former Global Issues Group.(49, 50, 63) Projects aim to reduce the prevalence of child labor, including by improving children's access to education and increasing household incomes. Funding provided by the cocoa industry in Ghana is as follows: Ferrero, \$1.14 million; Hershey, \$600,000; and Mondelez International, \$1.54 million.(63) The Global Issues Group provided \$2.25 million for a project that is being implemented in both Ghana in Côte d'Ivoire.(63)
Follow-up to the resolution on child labour statistics adopted at the 18th International Conference of Labor Statisticians (ICLS) through methodological development and expansion of child labour data collection	\$3 million, USDOL-funded, 4-year project, implemented by the ILO. Included a sub-survey on child labor within the Ghana Statistical Service's Ghana Living Standards Survey.(65) Results were not available during reporting period.(1, 65)
Human Trafficking Fund‡	Overseen by the HTMB, aims to provide financial support to trafficking victims, including children.(1)
Ghana Police Service(GPS)‡	Maintains an all-hours phone line for reporting crimes, including trafficking of children.(1)
Livelihoods Empowerment Against Poverty (LEAP)*‡	Government conditional cash transfer program that makes monetary grants to households, some of which are conditioned upon children attending school and not engaging in child labor. Aims to reach 300,000 households by 2015.(1) Program had reached 76,000 households in 100 districts by the end of 2013, an 8,000 household increase from 2012.(1)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Empowering Cocoa Households with Opportunities and Education Solutions Project (ECHOES)*	Implemented by World Education and Winrock and funded by the World Cocoa Foundation, USAID, and the International Chocolate and Cocoa Industry, project strengthens cocoa-growing communities by expanding education for youth and young adults; strengthening community based organizations; and improving household livelihoods.(66)
Provision of school supplies*‡	Government program to provide uniforms and books to children in public primary schools in some deprived communities.(1, 38, 67)
Ghana School Feeding Program (GSFP)*‡	Government program, ongoing since 2005, that aims to increase school quality and attendance and reduce malnutrition among school-going children in selected schools.(1)
National Health Insurance Scheme (NHIS)*‡	Government program that waives insurance premiums for children under 18, requiring a minimal registration fee.
Capitation Grant Scheme (CGS)*‡	Government grants that provides public primary schools in targeted districts with grants to defray costs of school fees for students.(1)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Ghana.

NPECLC's pilot of the GCLMS was carried out in 25 communities. NPECLC had originally planned to reach 60 communities, but logistical and funding challenges led to a reduction in the number of communities reached and inhibited NPECLC's ability to complete all activities planned for 2013.(1) A key goal of the GCLMS is to use data on child labor to direct social services to affected children.(63)

Although the Government has worked closely with industry, NGOs, and international organizations to implement child labor programs in cocoa, fishing, and mining, the scope of these programs remains insufficient to address the scope of the problem. Research found no evidence of programs to assist *kayayes* or children involved in commercial sexual exploitation, domestic service, or forced labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ghana (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.	2013
	Amend the Criminal Code to provide children greater protection from being used, offered, or procured for the production and trafficking of drugs, and strengthen protections for children against sexual exploitation by dropping any legal stipulation regarding a judgment of moral standing.	2009 – 2013
Enforcement	Increase the number of trained labor inspectors and AHTU investigators; allocate adequate funding to support enforcement efforts; and collect appropriate statistics on inspections, violations, penalties, investigations, prosecution, and convictions under child labor and trafficking laws.	2009 – 2013
	Strengthen coordination between child labor and criminal law enforcement agencies.	2013
	Develop a system of referral between child labor and criminal law enforcement agencies and social service providers.	2013
Coordination	Reconstitute the HTMB and provide adequate funding for the NPF and HTMB to be able to convene on a regular basis and fulfill their respective coordinating roles.	2013
Government Policies	Assess the impact that the Education Strategic Plan may have on child labor.	2013
	Issue a policy and guidelines for school administrators and teachers that ensure children without birth certificates are not denied access to school, in accordance with the law.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Fund the continued implementation and expansion of the GCLMS to allow for national coverage and enhance the use of child labor data from the GCLMS system by relevant agencies to increase the provision of services to children engaged in or at risk of child labor.	2009 – 2013
	Expand efforts to address children's involvement in all forms of exploitative child labor.	2009 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2013
	Throughout cocoa-growing regions, replicate and expand successful project interventions to address exploitative child labor.	2009 – 2013
	Increase access to education through efforts to provide adequate teachers, materials, and classrooms, and assess the impact that these efforts may have on reducing the worst forms of child labor.	2010 – 2013

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# Grenada

## MODERATE ADVANCEMENT

*In 2013, Grenada made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Electronic Crimes Act, which prohibits child pornography, and launched the National Child Protocol, which contains guidelines for intra-governmental coordination on child protection, investigations, and referrals to appropriate services. It also continued to implement programs that make education a viable alternative to child labor. While the worst forms of child labor do not appear to be a problem in Grenada, the Government's ability to prevent children from becoming engaged in exploitative work is limited due to a lack of express prohibitions against children's involvement in hazardous work and the sale and trafficking of children for forced labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

There is no evidence that indicates children in the Grenada are engaged in the worst forms of child labor.(1, 2) Table 1 provides key indicators on children's education in Grenada. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		111.5

Source for primary completion rate: Data from 2010, published by UNESCO Institute of Statistics, 2014.(3)




Source for all other data: Understanding Children's Work Project's analysis, 2014.(4)

Research found no Government-sponsored efforts to determine if any of the worst forms of child labor exist in Grenada.(2)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Grenada has ratified all key international conventions concerning child labor (Table 2).

**Table 2. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 3).

**Table 3. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 32 of the Employment Act (5)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 25 of the Employment Act; Article 4 of the Constitution (5, 6)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code; Electronic Crimes Act (2, 7, 8)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	19	Police Act No. 38 (2, 9)
Compulsory Education Age	Yes	16	Article 2 of the Education Act (10)
Free Public Education	Yes		Article 16 of the Education Act (10)

\* No conscription or no standing military.

Grenada limits the general “recruitment” of children under the age of 18 for any type of work, but this prohibition does not extend to the employment of children under the age of 18 who offer services spontaneously.(2, 11, 12) Provisions prohibiting the employment of children in hazardous work do not exist.(2, 11, 12) Although the Constitution prohibits slavery and forced labor, the Criminal Code does not specifically prohibit the sale and trafficking of children for forced labor.(7, 8, 11, 13, 14) The Government has ratified ILO C. 182, which covers the use of children by adults for illegal activities; however, research did not find evidence of laws prohibiting the use of children in illicit activities.(2)

In 2013, the Government passed the Electronic Crimes Act, which prohibits the use of children in pornography, as well as the procurement and distribution of child pornography.(2)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including in its worst forms (Table 4).

**Table 4. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL), Child Protection Authority (CPA), Royal Grenada Police Force, Ministry of Social Development and Housing (MOSDH), and Ministry of Education truancy officers	Enforce laws related to child labor and school attendance.(2, 8)

Labor law enforcement agencies in Grenada took actions to combat child labor, including its worst forms, during the reporting period. MOL employed six labor inspectors and had an overall budget of \$317,400 for all its activities in 2013.(2, 8)

As there is no evidence of a problem, there appears to be no current need for criminal law enforcement actions to address child labor, including its worst forms.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms. However, the Government has a policy that may contribute to the prevention of child labor, including its worst forms (Table 5).

**Table 5. Policies Related to Child Labor**

Policy	Description
National Child Protocol†	Implements and strengthens the Child Protection and Adoption Act of 2011. Includes guidelines on areas such as coordination of government efforts related to the protection of children, investigations, and referrals to appropriate social services for victims of child labor, including its worst forms.(2)

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Grenada funded programs that may contribute to the prevention of child labor, including its worst forms (Table 6).

**Table 6. Social Programs to Address Child Labor**

Program	Description
School Feeding Programs*‡	Government program that provides free breakfast and subsidized lunches to primary school students and students in 11 secondary schools; waives lunch fee for students who cannot afford to pay.(2, 15, 16)
Uniform and Transportation Allowances*‡	Government program that covers costs of uniforms and transportation to schools for students from low-income families.(2)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Grenada

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would continue the prevention of child labor, including its worst forms, in Grenada (Table 7).

**Table 7. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish specific provisions prohibiting hazardous work for children.	2009 – 2013
	Establish prohibitions on the sale and trafficking of children for forced labor.	2009 – 2013
	Prohibit the use of children in illicit activities.	2011 – 2013
Social Programs	Assess the impact that existing programs may have on preventing child labor.	2013
	Conduct research to determine if any of the worst forms of child labor exist in Grenada.	2009 – 2013

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In 2013, Guatemala made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved an action plan that outlines specific steps for Government agencies to take from 2013 to 2015 to meet the goals set out in its flagship child labor policy, the Roadmap toward the Elimination of Child Labor in Guatemala. The Government also increased its efforts to enforce child labor law by carrying out significantly more inspections than the previous year, allocating additional resources to labor enforcement, and rescuing 159 child victims of human trafficking. In addition, inter-agency committees at the departmental level took actions to combat child labor, such as withdrawing children from work in garbage dumps. However, children in Guatemala continue to engage in child labor, primarily in agriculture. Lack of Government resources, lack of Labor Ministry authority to impose fines, and inadequate judicial enforcement of court orders remain key challenges for enforcement efforts regarding the worst forms of child labor. None of the 346 child labor cases referred to the labor courts in 2013 resulted in an employer sanction. Guatemala also lacks Government programs targeting sectors in which children are known to engage in exploitative labor, such as domestic service, mining, quarrying, and construction.



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guatemala are engaged in child labor, primarily in agriculture.<sup>(1)</sup> Data from the Government's 2011 National Survey of Living Conditions (ENCOVI) indicate that two-thirds of child workers reside in rural areas, particularly in the Western Highlands.<sup>(2)</sup> Government data also indicate that more than half of working children in Guatemala are of indigenous heritage.<sup>(3)</sup> Table 1 provides key indicators on children's work and education in Guatemala.

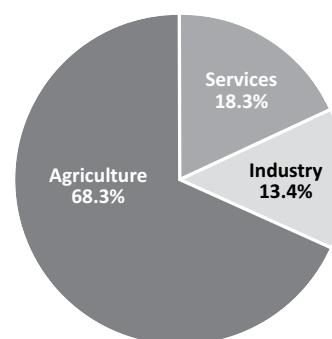
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	13.4 (414,250)
Attending School (%)	5-14 yrs.	83.7
Combining Work and School (%)	7-14 yrs.	9.6
Primary Completion Rate (%)		87.7

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.<sup>(4)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from ENCOVI Survey, 2011.<sup>(5)</sup>

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting and harvesting coffee, sugarcane, corn, beans,* and broccoli (6-9)
	Production of rubber* and timber* (8)
	Harvesting palm kernels and producing palm oil* (10)



# Guatemala

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Industry	Mining† and quarrying† (1)
	Construction, activities unknown (1)
	Manufacturing gravel† and fireworks† (1, 8, 11)
Services	Domestic service† (1, 7, 8)
	Street work,† including vending, performing,* begging* and shoe shining (3, 8)
	Collecting garbage* and working in garbage dumps† (1, 8)
Categorical Worst Forms of Child Labor‡	Forced labor in garbage scavenging,* street begging, street vending and agriculture* (8, 12, 13)
	Used in the production of pornography* (14-17)
	Commercial sexual exploitation sometimes as a result of human trafficking (12, 13)
	Criminal and gang recruitment for illicit activities such as stealing,* transporting contraband† and illegal drug activities* (8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182.







‡ Child labor understood as the worst forms of child labor *per se* under Article 3 (a)–(c) of ILO C. 182.

According to Government statistics, over the last 12 years, the proportion of children working in the manufacturing and construction sectors has steadily decreased, while the proportion of children working in mining, quarrying, and agriculture has increased.(1) Guatemalan children are trafficked for commercial sexual exploitation and forced labor internally, as well as to Mexico, the United States, and, to a lesser extent, other foreign countries.(12, 18)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Guatemala has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 102 of the Constitution; Articles 31 and 150 of the Labor Code (19, 20)
Minimum Age for Hazardous Work	Yes	18	Article 148 of the Labor Code (19)
List of Hazardous Occupations Prohibited for Children	Yes		Ministerial Agreement 154-2008 (21)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Article 202 of the Penal Code; Law against Sexual Violence, Exploitation, and Trafficking in Persons (20, 22, 23)
Prohibition of Child Trafficking	Yes		Law against Sexual Violence, Exploitation, and Trafficking in Persons (22, 23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law against Sexual Violence, Exploitation, and Trafficking in Persons (22, 23)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Article 27 of the Penal Code; Law against Sexual Violence, Exploitation, and Trafficking in Persons (22, 23)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law of Integral Protection of Children and Adolescents (24)
Minimum Age for Voluntary Military Service	Yes	18	Law of Integral Protection of Children and Adolescents (24)
Compulsory Education Age	Yes	15	Article 74 of the Constitution (20, 25)
Free Public Education	Yes		Article 74 of the Constitution; Article 1 of Government Agreement 226-2008 (20, 26)

Guatemalan law is not fully consistent with international standards regarding child labor. Article 150 of the Labor Code allows the Ministry of Labor and Social Security (MTPS) to authorize children under age 14 to work under exceptional circumstances, including if the MTPS determines that the child must work to support his or her family due to poverty. However, in 2006, the President's Office and the MTPS signed a Government Agreement reiterating the Labor Code's prohibition of the employment of children under age 14 and committing the MTPS to grant exceptions to the minimum working age only in very special cases.(27)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MTPS) Office of the Inspector General	Enforce child labor laws, including prohibitions on children engaging in the worst forms of child labor. (28) Inspect businesses for the worst forms of child labor and respond to child labor complaints. Refer children engaged in hazardous work to government social services.(29-31) Establish a period for employers to remedy the violations found. Refer cases of violations that are not remedied within the specified time period to labor courts, which review the cases and impose sanctions, since the MTPS does not have authority to directly fine employers for violating the Labor Code.(1, 19)
MTPS Adolescent Workers Protection Unit	Receive child labor complaints and refer them to the Office of the Inspector General.(28) Coordinate services for children in Guatemala City found to be engaged in hazardous work.(31)
Secretariat of Social Welfare and Departmental Social Welfare Offices	Establish and manage a national protocol for identifying and assisting child victims of commercial sexual exploitation.(32) In the case of Departmental Offices, coordinate services for children outside of Guatemala City found to be engaged in hazardous work.(31)
National Civil Police	Maintain a hotline to receive reports of suspected child trafficking cases, a special unit for sex trafficking, and another for forced labor.(13) Investigate cases of child trafficking, including commercial sexual exploitation and forced labor.(13, 18)
Public Ministry, Public Prosecutors' Office	Maintain an Anti-Human Trafficking Unit, which conducts investigations on all forms of trafficking in persons, including child trafficking for commercial sexual exploitation and forced labor.(14, 18, 33)
Human Rights Ombudsman	Receive complaints regarding the exploitation of children, including commercial sexual exploitation and forced labor.(12)
Solicitor General's Office	Receive complaints regarding the exploitation of children, including commercial sexual exploitation and forced labor.(12, 18) Also initiate legal proceedings to seek orders of protection for children in cases of violation of criminal law and ensure the legal representation of children whose rights have been infringed.(14) Maintain a Child Rescue Unit that assesses the situational risk of children whose rights have been violated, including whether the children should remain with family members, and request appropriate protection measures.(14)

#### *Labor Law Enforcement*

In 2013, the MTPS employed approximately 300 inspectors throughout Guatemala.(3) Of these, approximately 20 inspectors were dedicated solely to child and adolescent worker issues.(2, 3) The MTPS trained labor inspectors on human trafficking, the worst forms of child labor, and forced labor.(3) The Labor Inspectorate had a budget of approximately \$3.6 million in 2013, an increase from approximately \$3.1 million in 2012.(3) However, labor

# Guatemala

## MODERATE ADVANCEMENT

inspectors, especially outside of Guatemala City, still lack necessary resources, such as vehicles and fuel, to carry out sufficient inspections.(8, 34, 35)

According to the MTPS, in 2013, 161 inspectors participated in 7,398 inspections of industries and areas that are at high risk of employing child labor, a significant increase from 1,883 such inspections in 2012.(1, 36) Information was not available on the number of child laborers found by MTPS, or on the services provided to them. As a result of these inspections, the MTPS referred 346 employers to labor courts for child labor violations, an increase from 86 employers in 2012.(1, 34) As of early 2014, labor courts had not yet sanctioned any of the 346 employers.(36) In general, in Guatemala there are significant delays in penalizing employers for labor law violations because the MTPS cannot directly impose fines and must transfer cases of violations to the labor courts.(28, 31, 34, 37)

In 2013, the Guatemalan Government and the United States Government signed an Enforcement Action Plan that specifies a set of actions for the Guatemalan Government to broadly improve the enforcement of labor rights.(3)

### *Criminal Law Enforcement*

In 2013, the National Civil Police maintained a team of approximately 50 investigators specializing in human trafficking.(3) These investigators participated in a 1-month course on trafficking.(3) In addition, the Public Ministry doubled the size of its Anti-Trafficking Unit to include more than 24 staff members, including appointing a new senior prosecutor dedicated solely to forced labor and labor trafficking cases and adding additional attorneys and support staff to its Anti-Trafficking Unit.(3, 18)

In 2013, the Government reported rescuing 159 child victims of trafficking in persons.(18, 38) The Government received 271 complaints regarding trafficking in persons, an increase from 197 complaints received in 2012; however, these data do not distinguish between adult and child trafficking cases.(12, 38) The Public Ministry continued to support 128 ongoing investigations related to trafficking in persons, and it filed charges against 62 individuals for trafficking-related crimes.(38) The Government continued to investigate five ongoing cases related to adults and children subjected to forced labor as of the end of 2013.(18)

The National Civil Police continues to require additional staff and resources to enforce criminal laws relating to the worst forms of child labor.(18) Despite progress over the preceding year, Guatemala continues to have limited avenues for the public to submit complaints and reports of crimes related to the sale of children, child prostitution and trafficking, and child pornography.(14, 18) Additionally, the Government's investigations into these crimes are sometimes of poor quality, though the quality of investigations is improving.(14, 18)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Eradication of Child Labor (CONAPETI)	Coordinate Government policies and efforts to combat child labor.(1) Led by the Vice President's Office and composed of several government ministries, including the MTPS and the Ministry of Social Development (MIDES), as well as representatives from industry associations and trade unions.(1, 2, 28)
Departmental Commissions for the Eradication of Child Labor (CODIPETIs)	Coordinate government efforts to combat child labor at the departmental or regional level. Composed of department-level representatives of the agencies that form the CONAPETI.(3)
MTPS Executive Secretariats	Operate nine Executive Secretariats throughout the country that work to coordinate the efforts of NGOs and local government agencies on child labor.(28)
Secretariat against Sexual Violence, Exploitation, and Trafficking in Persons (SVET)	Coordinate all Government efforts against trafficking in persons, including the commercial sexual exploitation of children and forced child labor.(12, 18) Operates under the auspices of the Vice President's Office.(12)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Inter-Institutional Commission against Trafficking in Persons (CIT)	Develop and manage initiatives to combat human trafficking.(14) Coordinated by SVET and co-chaired by the Ministry of Foreign Affairs, and includes 28 government and civil society institutions.(12, 18)

In 2013, the National Commission for the Eradication of Child Labor (CONAPETI) met twice, though a technical-level secretariat within the CONAPETI met every month.(3) The CONAPETI also provided training to all of the 12 existing Departmental Commissions for the Eradication of Child Labor (CODIPETIs).(3) The CODIPETIs took actions to reduce child labor, such as enrolling families at risk of child labor in Government assistance programs, withdrawing children from work in garbage dumps, and passing municipal directives regarding child labor.(3) In 2013, the Secretariat against Sexual Violence, Exploitation, and Trafficking in Persons received a budget of approximately \$1.1 million, an increase from \$650,000 in 2012.(39) The Inter-Institutional Commission against Trafficking in Persons met on a monthly basis in 2013.(18)

The UN Special Rapporteur on the sale of children, child prostitution, and pornography has noted that Guatemala lacks effective coordination among government actors who provide services and protection to children whose rights have been violated.(14) However, in 2013 there was a marked increase in cooperation between government and civil society actors involved in the provision of services to, and protection of, child victims as compared to previous years.(18)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guatemala has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Roadmap toward the Elimination of Child Labor in Guatemala	Aims to end the worst forms of child labor in Guatemala by 2015 by integrating child labor into anti-poverty, education, and health programs.(1, 40) Calls for legal reform to eliminate exceptions to the minimum age in the Labor Code.(37)
Action Plan to Make Guatemala Free from the Worst Forms of Child Labor for 2013–2015†	Specifies actions for Government agencies to implement the Roadmap toward the Elimination of Child Labor in Guatemala for 2013–2015. In 2013, Government developed a monitoring system for the Action Plan with the assistance of the NGO Catholic Relief Services.(3)
Protocol for Providing Comprehensive Healthcare to Children and Adolescents in the Worst Forms of Child Labor	Requires public health workers to input information about any child whose injuries may have been labor-related into a database. Implemented by the Ministry of Public Health and Social Assistance.(1, 34)
Intra-institutional Coordination Protocol to Assist Child Laborers	Sets guidelines for MTPS inspectors to identify child laborers, remove children from the worst forms of child labor, and coordinate services for such children with other government agencies.(21)
Public Policy on Human Trafficking and the Comprehensive Protection of Victims (2007–2017)	Includes a National Plan of Strategic Action that directs the Government's actions on preventing and combatting human trafficking.(14)
MOU between El Salvador and Guatemala on Protecting Trafficking Victims and the Illicit Trafficking of Migrants	Establishes actions for the Governments of Guatemala and El Salvador to improve the protection of trafficking victims and reduce the trafficking of migrants along the Guatemala-El Salvador border. Includes a focus on improving services for children.(14, 41)
Central American Regional Coalition to Combat Human Trafficking	Aims to improve government and civil society efforts to combat human trafficking in Central America.(14) Includes the participation of civil society organizations and the national police and public prosecutor offices of Central American governments, including the Government of Guatemala.(42)
Urban Social Protection Strategy	Includes the goals of keeping children from engaging in street work and increasing training and employment opportunities for youth.(1)

† Policy was launched during the reporting period.

# Guatemala

## MODERATE ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Guatemala funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
My Rights Matter	\$4.2 million USDOL-funded, 4-year project implemented by Catholic Relief Services to withdraw children or prevent them from entering the worst forms of child labor, which concluded in October 2013.(43) Provided education programs in 141 public schools in the departments of San Marcos and Totonicapán, resulting in the withdrawal of 6,695 children from hazardous labor and the prevention of 3,319 children from entering hazardous labor. Helped the national and local governments integrate child labor issues into public policies.(43)
Conditional Cash Transfer Program (Mi Bono Seguro)*‡	MIDES program that provides cash assistance to families with school-aged children, conditioned on children's school attendance.(1, 34) Serves approximately 758,000 families.(1, 34)
Food Assistance Program (Mi Bolsa Segura)*‡	MIDES program that provides food assistance to poor families, with the requirement that their children attend school.(1, 34) In 2013, assisted approximately 197,000 families.(44)
Young Protagonists (Jóvenes Protagonistas)*‡	MIDES program that provides at-risk adolescents with training and formative activities outside of school hours.(1) In 2013, was regularly attended by approximately 30,000 youth.(45)
School Assistance*‡	Ministry of Education programs that provide children with school supplies, food, and transportation assistance to promote school attendance and retention.(1) Includes a program for students who have fallen behind in their educational attainment, with a particular focus on child workers.(31)
My First Employment (Mi Primer Empleo)*‡	MIDES program that places working-age youth in apprenticeship programs and provides them with on-the-job training and a monthly stipend. In 2013, aimed to serve 50,000 youth.(34, 46)
Zero Hunger Pact (Pacto Hambre Cero)*‡	Government programs to combat malnutrition, increase access to education, and reduce the economic vulnerability of approximately 701,000 families. Has a total budget of \$252.7 million.(1, 47)
TIP Referral and Grant Funding‡	Government program that provides funding to NGOs to provide shelter and services to child victims of sex trafficking.(13)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including Guatemala. Includes the objective of developing information systems on the worst forms of child labor.(48)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Guatemala.

In 2013, the Government's primary anti-poverty programs, the conditional cash transfer program (*Mi Bono Seguro*) and the food assistance program (*Mi Bolsa Segura*), were criticized for mainly assisting families that live in easier-to-reach urban municipalities rather than assisting the poorest families who live in more remote, rural municipalities.(3, 49) The MTPS noted that these deficiencies were due in part to operational challenges faced by the Ministry of Social Development, which was newly created in 2012 and continued the process of establishing itself during the reporting period.(18) Additionally, although the Government of Guatemala has implemented programs to address the worst forms of child labor in domestic service and agriculture, large numbers of children, particularly indigenous children, continue to perform hazardous work in these sectors. Research found no evidence of Government programs specifically designed to assist children performing hazardous work in mining, quarrying, construction, or in gravel and fireworks production.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guatemala (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Prohibit exceptions to the minimum age for work within Article 150 of the Labor Code that are inconsistent with international standards.	2010 – 2013
Enforcement	Continue to dedicate more resources to labor inspections, including vehicles and fuel, particularly for inspections outside of Guatemala City.	2009 – 2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Eliminate significant delays in the process for penalizing labor law violators, including in cases of child labor, at a minimum, by enacting legislation authorizing the MTPS to make fine recommendations and expediting the process for the judiciary to adopt such recommendations, issue fines, order and enforce remediation of labor law violations.	2012 – 2013
	Make information publicly available on whether employers have been sanctioned for child labor violations, have paid the fines imposed, and have remedied the underlying violations.	2011 – 2013
	Continue to dedicate more resources to law enforcement agencies responsible for receiving complaints and investigating child commercial sexual exploitation, forced labor, trafficking, and violations of child labor laws.	2013
	Dedicate more resources and staff to the National Civil Police to improve enforcement of criminal laws related to the worst forms of child labor.	2013
Coordination	Continue to augment coordination efforts to institutionalize relationships between civil society representatives and government agencies that provide services to child victims of the worst forms of child labor.	2013
Social Programs	Improve the geographical coverage of existing anti-poverty programs to ensure the programs reach families living in both urban and rural areas.	2013
	Expand social programs targeting the worst forms of child labor in agriculture and domestic labor, with a particular focus on indigenous children.	2010 – 2013
	Initiate social programs to address child labor in mining, quarrying, construction, and manufacturing, particularly in gravel and fireworks production.	2009 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2009 – 2013

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# Guatemala

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*In 2013, Guinea made a moderate advancement in efforts to eliminate the worst forms of child labor. Despite political turmoil in Guinea, the National Transition Council approved a new labor code. The Government also extended the National Plan of Action to Combat Trafficking in Persons for an additional 2 years and issued decrees to protect children from violence in schools and work in gold mines. The Government funded a center to protect victims of child trafficking. However, children in Guinea continue to engage in child labor in agriculture and the worst forms of child labor as a result of human trafficking. The Government lacks coordination among existing government committees and implements a limited number of social programs to address child labor. The Government's capacity to enforce child labor laws is limited.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guinea are engaged in child labor in agriculture and the worst forms of child labor as a result of trafficking.(1, 2) According to the National Survey on Child Labor and Trafficking (2010), more than 40 percent of children ages 5 to 17 were engaged in child labor in Guinea.(3, 4) In addition, more than 76 percent of children ages 5 to 11 and 88 percent of children ages 12 to 15 years were performing hazardous work.(4) The survey also revealed that the incidence of child labor was higher in rural areas than in urban areas.(4) Table 1 provides key indicators on children's work and education in Guinea.

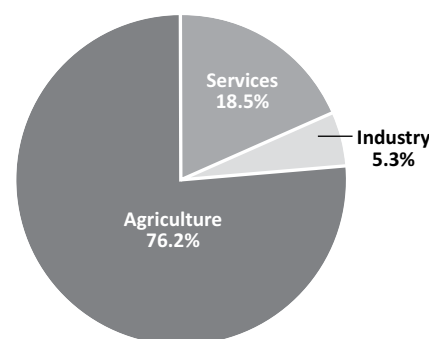
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	38.8 (1,118,519)
Attending School (%)	5-14 yrs.	60.1
Combining Work and School (%)	7-14 yrs.	24.5
Primary Completion Rate (%)		61.5

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquete Nationale sur le Travail des Enfant Survey, 2010.(6)

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cashews, cocoa, and coffee (7-9)
	Farming, clearing and preparation of land, and carrying heavy loads (4, 10)
	Harvesting lumber, peanuts,* coconuts,* cotton,* bananas,* and mangos* (2, 3, 9, 11)
	Herding livestock, activities unknown* (4)
	Fishing,* activities unknown (4, 12-14)
Industry	Quarrying stone*† (11)
	Mining† gold and diamonds (4, 9, 11, 12, 15)
	Manufacturing, activities unknown (4, 8)
Services	Begging, petty trading, and polishing shoes in the streets* (8, 12, 14, 16-18)
	Vending water, sweets, biscuits, coconuts, and gadgets in markets and on the streets (8, 18, 19)
	Working in restaurants and informal cottage industries, activities unknown (4, 8, 20)

# Guinea

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service and domestic waste collection (4, 17, 21-24)
	Transportation, activities unknown (4, 12)
	Construction, activities unknown* (4, 12, 14, 25)
	Collecting scrap metal* and refuse* (2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation (8, 25)
	Forced begging (12, 13, 16, 17, 19, 21, 26)
	Domestic service, herding, fishing,* and working in fields on farms, plantations, and gardens, as a result of human trafficking (1, 12, 21)
	Vending in shops, kiosks, and markets, as a result of human trafficking (1, 12)
	Forced Mining (1, 12)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In Guinea, it is a traditional practice to send boys, called *talibés*, to Koranic teachers to receive an education, which may include vocational training or an apprenticeship.(27, 28) While some boys receive lessons, some are forced by their teachers to beg or work in fields and are sometimes beaten or otherwise mistreated if they fail to meet daily quotas.(27, 29) In addition, through the system of *confiage*, children from rural areas are sent to cities to work or to attend school.(12, 17, 30) These children may work in domestic service, in which they may be beaten and sexually exploited.(4, 17)

A large number of children live and work in the streets, especially in the capital, selling goods illegally for traders who pay them piece rates.(16) However, research has not been conducted to measure the extent of the problem.(13)

Children are sent to the coastal region of Boke for forced labor on farms and to Senegal for education in Koranic schools where some may be forced to beg.(1, 13) Some Guinean boys and girls are subjected to forced labor in gold mining, including in Senegal and Mali.(1) Girls may be trafficked into domestic servitude and sex trafficking in Nigeria, Côte d’Ivoire, Benin, Senegal, Greece, and Spain.(1, 4, 13)







Although education is free in Guinea, various factors prevent children from attending school, including long distances between rural schools and homes; the lack of school infrastructure; the cost of school fees, uniforms, and supplies; and reported school violence.(4, 9, 13, 27) Additional barriers to education include a lack of textbooks and other teaching materials as well as a shortage of teachers.(13) Children also drop out of school because of unhygienic and poor school conditions.(13, 27) Additionally, a significant number of Guinean children are not registered at birth, which may impede their access to education because the age of the children must be proven before they are allowed access to state-sponsored education.(8, 13, 20, 24, 31)

In 2013, political violence in Guinea ensued, including opposition protests, violent demonstrations, and regional tensions in the lead-up to the country’s elections.(2, 32-34) Unrest in Guinea resulted in inadequate allocations of financial resources to state structures, as well as limited funding to procure working vehicles and equipment for inspections, which may have impacted the government’s ability to address child labor effectively.(2, 34) The National Assembly was seated on January 13, 2014, following the September 2013 elections.(2)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Guinea has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 5 of the Labor Code; Article 412 of the Child Code (35, 36)
Minimum Age for Hazardous Work	Yes	18	Articles 2 and 4 of Order 2791/MTASE/DNTLS/96 Working Conditions for Employees Aged Under 18 Years (25)
List of Hazardous Occupations Prohibited for Children	Yes	Yes	Articles 415–418, 425–427 of the Child Code; Articles 2 and 4 of Order 2791/MTASE/DNTLS/96 Working Conditions for Employees Aged Under 18 Years; Article 135 of the Mining Code (25, 36, 37)
Prohibition of Forced Labor	Yes	Yes	Article 337 of the Penal Code; Article 2 of the Labor Code; Article 397 of the Child Code (35, 36, 38)
Prohibition of Child Trafficking	Yes	Yes	Article 337 of the Penal Code; Article 385 of the Child Code (36, 38)
Prohibition of Commercial Sexual Exploitation of Children	Yes	Yes	Article 329 and 331 of the Penal Code; Articles 356–360 of the Child Code (36, 38)
Prohibition of Using Children in Illicit Activities	Yes	Yes	Article 383 of the Child Code (36)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 429 of the Child Code (36)
Compulsory Education Age	Yes	13	Articles 18 and 23 of the Constitution; 2011 Ministry of Education Act for Pre-University Education (8, 21, 36, 39)
Free Public Education	Yes		Articles 18 and 23 of the Constitution

\* No conscription or no standing military.

In January 2014, the National Transition Council approved a new labor code, which includes sections on child labor.(2) Research did not uncover a public version of the labor code for review.(2, 3) During the reporting period, the Ministry of Education issued a ministerial decree, which encourages children and their parents to file complaints in the event of any violent treatment at school. Local prefectures have also issued decrees prohibiting children from gold mining.(40)

However, Guinean law is not completely consistent with international standards regarding child labor. Because Article 5 of the Labor Code applies only to formal employment relationships, its protections do not apply to children under age 18 who do not have a formal employment contract, including those who do unpaid or temporary work in agriculture or domestic service.(21, 23, 24, 35) The Child Code also allows children under age 16 to work with



written parental permission, which is contrary to the provisions of ILO C. 138; it is unclear whether steps have been taken to implement the Child Code.(3, 8, 13, 24, 36) In addition, Article 135 of the Mining Code allows children younger than age 16 to work in mines and quarries as assistants. However, the role of assistant is not defined, which leaves open the possibility for children to work as assistants inside mines or in other hazardous activities.(37)

By law, education is free and compulsory for six years.(8, 41) There are conflicting reports on the age to which education is compulsory. The Government reported that education is compulsory beginning at age 5, while other sources like the UNESCO Institute of Statistics state age 6 or 7.(3, 13, 27, 42) Based on this information, the approximate age at which a child is no longer required to go to school is 12 or 13.(1, 3, 8) Currently, the age of completion of compulsory schooling does not coincide with the minimum age for employment. Children who finish their schooling before reaching the legal working age are particularly vulnerable to the worst forms of child labor and are at greater risk of entering exploitative work.(13, 21)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's (MOL's) Labor Inspection Service	Monitor the implementation of ILO C. 182, provide advice to workers and employers, and conduct studies and research on social issues upon the request of the Ministry.(14, 35)
Ministry of Social Affairs' National Committee Against Trafficking (CNLTP)	Enforce child trafficking laws.(1, 2, 14)
MOL's Child Labor Monitoring and Surveillance System	Coordinate child labor. Composed of the National Coordination Unit in the National Directorate of Employment, a prefectural coordination unit and village, and prefectural committees.(14)
Office for the Protection of Gender, Children and Morals (OPROGEM) Special Police Unit	Focus on crimes against children and women. Special unit of the national police, which includes a division of 30 officers that focuses solely on the fight against trafficking in persons and child labor. Also a member of CNLTP.(1, 2, 8)

Criminal law enforcement agencies in Guinea took actions to combat child labor, including its worst forms.(2) However, research found no evidence that labor law enforcement agencies took such actions during the reporting period.(2) Information on the number of inspections and citations is not available.(2)

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor's Inspection Service employed at least 62 people, some of whom enforced labor regulations and monitored labor law compliance and site inspectors posted across the country.(2, 43) The role of site inspectors is not clear.(2) Labor inspections typically are limited to large firms in the formal employment sector. The majority of children work outside the formal sector, including in agriculture.(2) The Government lacks a mechanism to monitor child labor in the informal sector. In 2013, the Government allocated \$27,000 for inspections.(2) Reports indicate there is a lack of trained staff, equipment, transportation, and funding to conduct effective child labor inspections and legal proceedings.(2, 12) Inspectors also reportedly lack training on child labor.(2)

#### *Criminal Law Enforcement*

In 2013, the Ministry of Justice and the Ministry of Security's Office for the Protection of Children and Morals (OPROGEM) investigated four cases of child trafficking and three cases of child labor.(2) Of these seven cases, one child trafficking case and one child labor case were referred for prosecution; however, the Ministry of Justice has not brought these cases to trial.(2, 23)

Trafficking cases are sent to Guinea's "*Cour d'Asise*" for high crimes, due to the heavy penalties assessed for trafficking violations.(2) Although the court was supposed to meet three times a year, it met only once in 2013 due to a lack of funding.(2) This created a significant backlog of cases.(2, 8) OPROGEM received \$17,270 for fuel and office

equipment during the reporting period.(2) OPROGEM investigators were trained on child labor, child trafficking, and child-related crimes.(43) Reports indicate a lack of political will and a lack of coordination between government agencies responsible for child labor.(2)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms. The Government has established mechanisms to coordinate its efforts to address child trafficking (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee Against Trafficking (CNLTP)	Coordinate anti-trafficking efforts, including for children. Led by the Ministry of Social Affairs. The CNLTP comprises secretariat member representatives from the Ministry of Social Affairs for the Promotion of Women and Children, the Ministry of Justice, and the Ministry of Security's OPROGEM; as well as various members of governmental agencies, including the MOL, the police, NGOs, and other stakeholders involved in trafficking issues.(1, 2, 44)
Committee for Monitoring, Protection, and Defense of the Rights of the Child	Coordinate actions taken with regard to children's rights across the country.(13, 20)

Coordination, including between the central and local levels, is inadequate due to the absence of formal protocols between coordinating actors.(45) The Ministry of Social Affairs for the Promotion of Women and Children coordinates through local representatives in each of Guinea's prefectures. Even though reports suggest that the Government established a committee on child labor in 2012, research found no evidence that this committee is active, and Guinea currently lacks a child labor coordinating mechanism.(2) The National Committee Against Trafficking (CNLTP) held two meetings in January, 2014.(2, 43) Officials from OPROGEM and CNLTP reported that they are working to improve inter-ministerial coordination.(2)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guinea has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan of Action to Combat Trafficking in Persons (2009–2013)*	Provides the strategy to combat trafficking, including for children, in Guinea.(1, 2, 12)
A World Fit for Children*	Assists children and provides general protections and objectives involving child labor, mistreatment, exploitation, and violence.(46)
Education Sector Program/ Programme Sectoriel de l'Education (PSE)	Addresses the welfare of children, which includes initiatives regarding health, education, legal protection, access to clean water, and protection from child labor in its worst forms.(47–49)
National Policy on Birth Registration*	Registers 100 percent of children under age 8 by 2015.(50)

\*The impact of this policy on child labor does not appear to have been studied.

The Government does not appear to have a comprehensive policy specifically to combat the worst forms of child labor.(2) It extended the National Plan of Action to Combat Trafficking in Persons (2009–2011) through 2013.(14) This plan includes strategies to combat trafficking in persons based on prevention, protection, prosecution, coordination, and cooperation.(1) The timeframe for the completion of the Education Sector Program activities was also extended due to delays experienced during the political transition.(48, 49) The Government implements the PSE in partnership with UNICEF and the World Bank. During the reporting period, the Government provided annual education statistics, rehabilitated school classrooms, and increased enrollment in primary schools.(48, 49) Research did not identify updates on Guinea's efforts to implement A World Fit for Children.

### VI. Social Programs to Address the Worst Forms of Child Labor

In 2013, the Government of Guinea participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Plan Guinea-Conakry Program*	Program that changes attitudes and behaviors that are preventing children from realizing their rights. Strengthens the capacity of key actors to respect children's rights in the areas of education, survival, and protection.(17)
Country Program-Guinea*†	World Food Program-funded, 4-year program that improves elementary school attendance through the provision of 100,000 meals to students and the promotion of girls' education.(51) Provides school meals to 735 government-run rural schools nationwide—this represents 21 percent of all rural schools in Guinea.(27, 51, 52)
Center in Ratoma, Conakry*†‡	Government program that helps vulnerable children reintegrate into society.(2)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity-building support to all ECOWAS states.(53-56)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Guinea.

The Country Program in Guinea was launched during the reporting period.(51) With the exception of the Center in Ratoma, there are no government-funded social protection programs for victims of child trafficking in Guinea, including children working in agriculture, mining, and domestic service.(2, 3) There was a plan to establish a new government-funded transition center, with support from UNICEF, UNDP, and the Government of Germany, but it was not completed during the reporting period.(2, 3)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guinea (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase the minimum age for compulsory education to correspond with the minimum age for work.	2009 – 2013
	Ensure full implementation of the Child Code.	2009 – 2013
	Ensure laws are consistent with international standards for child labor, including the Labor Code, Mining Code, and Child Code.	2010 – 2013
	Extend protections to children in unpaid, temporary, or noncontract work.	2009 – 2013
	Ensure that all children are prohibited from participating in hazardous mining, including by defining the role of assistant.	2010 – 2013
	Ratify the CRC Optional Protocol on Armed Conflict.	2013
Enforcement	Ensure labor inspections are conducted in all sectors, including those with a high prevalence of child labor.	2010 – 2013
	Effectively enforce free public education legal provisions.	2013
	Ensure adequate transportation, equipment, finances, and trained staff to conduct child labor inspections.	2012 – 2013
	Assess budgetary priorities, with a view toward providing resources to conduct effective labor inspections and legal proceedings concerning the worst forms of child labor.	2009 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure all cases of child labor are investigated and prosecuted appropriately.	2010 – 2013
	Compile and publish information on child labor-related investigations, prosecutions, convictions, and criminal punishments.	2011 – 2013
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2010 – 2013
	Clarify the roles and responsibilities of various committees charged with addressing the worst forms of child labor, including child trafficking, with coordination between the CNLTP and OPROGEM.	2011 – 2013
	Ensure that the CNLTP holds required quarterly meetings.	2011 – 2013
Government Policies	Set targets and establish concrete outcomes for A World Fit for Children and other policies related to child labor.	2009 – 2013
	Assess the impact that existing policies may have on addressing the worst forms of child labor.	2010 – 2013
	Provide more in-depth research, including on whether children are engaged in dangerous work on the street, in order to inform policy and program design, and on child labor-related health, occupational safety, or other risks.	2012 – 2013
	Conduct research to determine the activities carried out by children in herding, fishing, manufacturing, working in restaurants and informal cottage industries, transportation, and construction to inform policies and programs.	2013
Social Programs	Expand social programs to provide services to children engaged in or at risk of entering into the worst forms of child labor, particularly the informal sector, agriculture, trafficking, mining, and domestic service.	2009 – 2013
	Ensure the appropriate systems are in place to transfer children from government authorities to social protection programs.	2010 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2011 – 2013
	Scale up efforts to implement the birth registration policy.	2011 – 2013
	Take measures to ensure children have access to quality education and to ensure children's safety in schools, including through efforts to address barriers to education, such as the lack of teachers, textbooks, instructional materials, and poor school infrastructure.	2010 – 2013

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*In 2013, Guinea-Bissau made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government remains in transition after the 2012 coup. The Guinea-Bissauan Embassy in Dakar worked closely with the Government of Senegal to repatriate 45 trafficked children back to Guinea-Bissau. Meanwhile, the Guinea-Bissauan Government continued to participate in a project, funded by the U.S. DOL, to combat the worst forms of child labor and in several other social programs. However, children continue to engage in child labor in agriculture and in the worst forms of child labor in forced begging. A decree to establish a National Commission to Combat Child Labor (CNCTI) remains in draft form. Guinea-Bissau has neither established a list of hazardous occupations that are prohibited for children, nor provided enforcement officials with appropriate training and resources to monitor, investigate, and prosecute cases of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children engage in the worst forms of child labor in forced begging, and in child labor in agriculture.(3-6) Table 1 provides key indicators on children's work and education in Guinea-Bissau.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	47.3 (219,734)
Attending School (%)	5-14 yrs.	56.9
Combining Work and School (%)	7-14 yrs.	34.6
Primary Completion Rate (%)		64.0

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cashews* and rice* (3, 4)
	Farming, activities unknown (3-5)
	Fishing,* activities unknown (3, 6, 7)
Industry	Mining (3, 6)
Services	Street work, activities unknown (3, 5, 7, 8)
	Domestic service (3, 5, 7, 8)
	Car washing and shoe shining (3, 5, 7, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation and begging, sometimes as a result of human trafficking (5, 7, 9-11)
	Forced labor as a result of human trafficking* (9)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The Government lacks current statistics on the prevalence of child labor.(7)

In Guinea-Bissau, organized networks of former male trafficking victims affiliated with Koranic schools traffic young boys.(7) It is a traditional practice to send boys, known as *talibés* (in Wolof) and *almudus* (in Fula) away from their

# Guinea-Bissau

## MINIMAL ADVANCEMENT

families to be educated by Koranic teachers, called *marabouts*. Though many teachers carry out the intended tradition of providing education, some instead force students to beg on the streets for money and food and to then surrender their earnings to their teachers.(3, 10, 12) Teachers who force *talibés/almudus* to beg typically set a daily quota; if they do not meet the quota, they may be beaten.(3, 10, 12) A source indicates that politicians in Guinea-Bissau do not confront Koranic teachers for trafficking boys due to the teachers' importance in the Muslim electorate.(13)

Some children who sell goods on the street are obligated by their families to bring home a certain amount of income. If they are unable to do so, they are likely to be subjected to physical violence.(11) In order to meet their families' demands, some of these children engage in prostitution to avoid corporal punishment.(11)




Child marriage is common in Guinea-Bissau. Limited evidence suggests that girls who flee forced marriages are victims of commercial sexual exploitation as a result of trafficking.(5)

Access to education is hindered by the lack of schools and trained teachers, poor teaching methods, and informal school fees, such as registration and monthly charges, which are common in public schools.(4, 12) Children often leave schools to work in the fields during the cashew harvest season.(5) As reported in the National Strategy to Combat Poverty, for every 100 children who enroll in first grade, only 40 children reach the sixth grade.(14)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Guinea-Bissau has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 146 of the General Labor Law (15)
Minimum Age for Hazardous Work	Yes	18	Article 148 of the General Labor Law (15)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Prevention and Trafficking in Persons Law; Penal Code (16, 17)
Prohibition of Child Trafficking	Yes		Prevention and Trafficking in Persons Law; Public Law 12/2011; 2009 Child Code (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Prevention and Trafficking in Persons Law; Penal Code (16, 17)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Voluntary Military Service	Yes	16	Decree 20/83 (3, 18, 19)
Compulsory Education Age	Yes	15	Basic Education Law (20)
Free Public Education	Yes		Basic Education Law (20)

The Government has not established a list of hazardous occupations that are prohibited for children.(15)

Children may voluntarily enter the military at age 16 with parental consent, but are not permitted into combat activities.(3, 18, 19) The Government has no law that prohibits the use of children for illicit activities.

Procurement of 16- to 18-year-olds in prostitution is not prohibited.(21)

The Education Law establishes compulsory education through the ninth grade.(20) The Government has reported to the UNESCO Institute of Statistics that education is compulsory until age 13.(22) Therefore, the compulsory education age is unclear in Guinea-Bissau. School is free for all children, but in practice there are limited resources to cover all children in schools; therefore, not all children have equal opportunities in school.(20)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Civil Service and Labor, in collaboration with the National Institute for Women and Children (INMC)	Enforce child labor legislation.(3, 23)
The Ministry of Interior	Lead efforts to combat child trafficking.(3)
Police and border officials	Prevent traffickers from entering or exiting the country with children. With INMC and UNICEF, maintain data on child trafficking.(24)
The Government of Guinea-Bissau and the Government of Senegal	Collaborate in combating child trafficking.(3)

Criminal law enforcement agencies in Guinea-Bissau took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

#### *Labor Law Enforcement*

Enforcement officials, including labor inspectors, do not have appropriate training and equipment to carry out inspections and investigations of child labor cases; the lack of lawyers and courts in rural areas limits law enforcement.(3, 24) During the reporting period, the government provided no funding for labor inspections.(7)

#### *Criminal Law Enforcement*

During the reporting period, there was no information available on the number of investigations, labor inspections, prosecutions, or convictions conducted on child labor.

However, during the reporting period, the Guinea-Bissauan Embassy in Dakar worked closely with the Government of Senegal to repatriate 45 trafficked children back to Guinea-Bissau.(7)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Institute for Women and Children (INMC)	Coordinate and monitor NGOs and activities of other rehabilitation partners to defend and protect children.(7)
Ministry of Justice in collaboration with the INMC	Enforce child labor legislation.(3, 23)

# Guinea-Bissau

## MINIMAL ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
The Inter-Ministerial Steering Committee	Coordinate government efforts to combat human trafficking. Led by the INMC and includes representatives from the Ministries of Interior, Justice, Health, Education, and Transportation, as well as various NGOs.(24)
Ministry of Public Function, Work, and Modernization of the State (MFPTME)	Implement and coordinate actions to combat child labor in Guinea-Bissau. Comprised of the General Inspector of Public Administration; the General Inspector of Social Security; the General Directorate of Public Function; the General Directorate of Work, Employment, and Professional Training; and the National Institute of Social Security. Drafted the decree establishing the National Commission for Combating Child Labor and carried out a national child labor survey.(8)
National Committee to Prevent, Combat, and Assist Victims of Trafficking	Strengthen efforts to fight human trafficking. Created by the Trafficking Act.(17)

Agencies enforcing criminal laws against child labor and trafficking do little to coordinate their efforts, and there are no social services for victims.(7) The National Trafficking Committee has not met since the 2012 coup; the Committee's operational status and its role in relation to the established Inter-Ministerial Steering Committee is unclear.(3)

The national child labor survey carried out by MFPTME was projected to be published in late 2013, but research did not uncover whether it was published.(8)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Research found no evidence of programs to specifically address child labor, including its worst forms. However, the Government has funded other programs that may have an impact on child labor (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Education Action Plan for All (2000–2015)*	Guides Guinea-Bissau's efforts to ensure universal access to education and facilitate interagency coordination.(25)
Political Letter for Educational Sector (2010– 2020)*	Outlines actions to be developed for preschool, primary, and secondary education, additional higher education, technical/professional training, and higher education, and science studies.(8)
National Strategy for Social Protection of Children*	Provides orientation to the Government and national partners to address social response for vulnerable children, including orphans and children who are HIV/AIDS carriers.(8)
National Action Plan on Trafficking (2011– 2013)*	Aims to guide implementation of the anti-trafficking law. Research unable to identify what the Inter-Ministerial Steering Committee has done toward this goal.(9, 24)
National Strategy to Combat Poverty (2011– 2015)*	Seeks to reduce poverty from 69.3 percent to 24 percent by 2015, and extreme poverty from 33 percent to 13 percent, by 2015 by improving access to basic services and generating income and employment opportunities. Strengthens government coordination and mechanisms to protect at-risk children, including those engaged in child labor.(26)
Community of Portuguese-Speaking Countries (CPLP) Action Plan to Combat Child Labor	Establishes four target areas to combat child labor. Includes the exchange of information and experiences; awareness-raising campaigns; use of statistical methodologies to collect child labor data; and technical cooperation and training.(27-29)

\*The impact of this policy on child labor does not appear to have been studied.

The Government developed plans for a National Committee to Combat Child Labor (*Comissão Nacional para o Combate ao Trabalho Infantil* or CNCTI).(8) Once approved and implemented, the Committee will produce reports on child labor and develop a proposal for the National Plan to Combat Child Labor. CNCTI also will receive funding to implement the plan, to approve projects and programs combating the worst forms of child labor, and to create enforcement mechanisms for child labor.(8)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Guinea-Bissau funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
National School Lunch Program*‡	Government and International Partnership for Human Development National school lunch program that covers more than 300 schools and reaches more than 88,000 children.(30-32)
Emergency Food Security Support Project*	World Bank and EU program to improve food security by providing school meals to children and food-for-work opportunities to adults.(33)
Cash transfer program*	World Bank program aimed at vulnerable populations that benefits 2,500 individuals.(4)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(34, 35)
Association for Women and Children's (Associação de Mulher e Criança) (AMIC), anti-trafficking programs‡	Government provides \$10,000 to the budget of the local NGO, AMIC, which offers medical and psychological support to children and women who are trafficking victims; maintains the main anti-trafficking coordinating force in Guinea-Bissau.(7, 13)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Guinea-Bissau

Although Guinea-Bissau has programs that target social welfare and child trafficking, the scope of these problems is insufficient to fully address the extent of the problem. Research did not identify programs that target children engaged in other worst forms of child labor, including agriculture, forced begging, and street work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guinea-Bissau (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish a comprehensive list of hazardous activities prohibited for children younger than age 18.	2009 – 2013
	Ensure that access to education is not hindered by informal fees and the lack of trained teachers.	2011 – 2013
	Adopt legislation prohibiting procurement of 16- to 18-year-olds in prostitution.	2013
	Clarify the age to which education is compulsory.	2011 – 2013
	Adopt legislation that bans the use of children for illicit activities.	2011 – 2013
Enforcement	Boost institutional capacity of the Ministries of Interior, Justice, and Civil Service and Labor to enforce child labor laws:	
	■ Train enforcement officials on child labor legislation.	2009 – 2013
	■ Provide enforcement officials with sufficient resources to monitor, investigate, and prosecute child labor and child trafficking cases.	2011 – 2013
	■ Expand the number of courts in areas with high rates of child labor and child trafficking	2010 – 2013
	■ Make public information about labor inspections, including the number of labor inspectors, inspections, violations, enforcement actions, and prosecutions related to the worst forms of child labor.	2009 – 2013
Coordination	Clarify the roles of the Inter-Ministerial Steering Committee and the National Committee to Prevent, Combat and Assist Victims of Trafficking.	2011 – 2013
Government Policies	Conduct research to complement the 2010 Multiple Indicator Cluster Survey to determine the extent and nature of the worst forms of child labor in agriculture and street work.	2011 – 2013
	Publish the results of the national child labor survey.	2013
	Assess the impact existing policies may have on addressing child labor.	2013
Social Programs	Develop new programs and expand existing programs to reach more children engaged in the worst forms of child labor, particularly those in agriculture, forced begging, and street work.	2009 – 2013
	Assess the impact existing programs may have on addressing child labor.	2013



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*In 2013, Guyana made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government identified and rescued nine girls and one boy as suspected trafficking victims and provided labor inspectors with child labor training. In collaboration with the ILO, the Government implemented the Tackle Child Labor through Education (TACKLE) project through its conclusion in August. During the project period, school attendance and student performance increased, and the Government aims to mainstream the programs initiated under the project. In August, the Government ratified ILO Convention 189 Concerning Decent Work for Domestic Workers. However, children in Guyana continue to engage in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation. Guyana's legislation does not fully protect children from the worst forms of child labor. Children 17 years of age are legally permitted to engage in some hazardous activities. Further, the National Steering Committee on Child Labor appears to be inactive.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guyana are engaged in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation.(1-10) Table 1 provides key indicators on children's work and education in Guyana.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	23.0 (44,787)
Attending School (%)	5-14 yrs.	94.5
Combining Work and School (%)	7-14 yrs.	23.2
Primary Completion Rate (%)		85.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006-2007.(12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2-4, 7, 9, 10, 13)
	Forestry, including logging,* preservation of lumber,* and work in sawmills* (2-4, 7, 9, 10)
	Fishing,* activities unknown (3, 4, 7, 13)
Industry	Construction, activities unknown*† (3, 4)
	Welding* (4)
	Mining, including gold mining*† (1-4, 7, 9, 10, 13-16)
Services	Domestic service (3, 7)
	Work in bars and restaurants* (3, 7)
	Street vending (3, 4, 7, 17)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking* (1-10)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Children in Guyana, including girls as young as 12, are involved in commercial sexual exploitation in Georgetown and in the country's interior. There are reports of young girls being trafficking to mining communities for commercial sexual exploitation.(4-10, 18)

In 2011, with assistance from the ILO, the Government conducted a Child Labor Rapid Assessment to better understand the nature of child labor in the country.(19) However, the results of that survey have not yet been released to the public.(4)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Guyana has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

In August 2013, Guyana ratified ILO C. 189 Concerning Decent Work for Domestic Workers.(20)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Employment of Young Persons and Children Act; Education Act (1, 21, 22)
Minimum Age for Hazardous Work	Yes	18	Employment of Young Persons and Children Act; Occupational Safety and Health Act (21, 23)
List of Hazardous Occupations Prohibited for Children	Yes		List of Hazardous Occupations and Processes (13, 24)
Prohibition of Forced Labor	Yes		Constitution of Guyana (25)
Prohibition of Child Trafficking	Yes		Combating of Trafficking in Persons Act (26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Protection of Children Act (27)
Prohibition of Using Children in Illicit Activities	Yes		Protection of Children Act (10)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Defense Act (10, 28, 29)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	15	Education Act (22)
Free Public Education	Yes		Constitution of Guyana (25)

\* No conscription or no standing military.

Although the Employment of Young Persons and Children Act of Guyana prohibits children under age 18 from working at night in industrial undertakings, Article 2 of the Schedule permits children ages 16 and 17 to perform certain types of work that require continuity through day and night, including in certain gold mining processes and in the production of iron, steel, glass, paper, and raw sugar.(21) The Government has issued a list of 22 hazardous occupations and processes that could threaten the health, safety, or moral or personal development of children; the list only prohibits children age 16 and younger from engaging in specified hazardous activities.(13, 24) Therefore, children age 17 are not fully protected from engaging in hazardous work.

Although Article 351 of the Criminal Law Offences Act prohibits the selling, publishing, and exhibiting of obscene material, Guyanese law does not explicitly outlaw child pornography.(1, 3, 26, 30, 31) There is no compulsory recruitment in Guyana.(10, 28)

Despite the legal guarantee of free education in Article 27 of the Constitution of Guyana, some primary schools continue to charge fees; some have even attempted to prevent children from attending school for failure to pay.(32, 33) However, the Government is attempting to address this problem. The Ministry of Education has publicized guidance advising parents and educators that only the Parent Teacher Association has the authority to approve and collect fees from parents, and that no child may be excluded from school for non-payment.(33)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Human Services and Social Security (MLHSSS)	Monitor and enforce child labor laws in collaboration with the Ministry of Education, the Forestry Commission, the Geology and Mines Commission, and the Guyana Police Force.(4, 10) At the MLHSSS, chief labor officer handles special investigations stemming from child labor complaints and oversees routine labor inspections.(10)
Guyana Police Force (GPF)	Enforce criminal laws related to the worst forms of child labor, including child trafficking and use of children for illicit activity.(4)

Law enforcement agencies in Guyana took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, officials from the Ministry of Labor, Human Services and Social Security (MLHSSS) were trained on child labor issues.(10) Based on reporting by the Government of Guyana, the MLHSSS conducted 2,218 inspections in 2013 and did not discover any cases of child labor.(34) Labor inspectors prioritized inspections in the mining, logging, and agriculture sectors.(34) According to most recent information, in 2013 the Ministry had employed 17 labor inspectors.(35) According to reports, including from the MLHSSS, there are sometimes delays in accessing the resources needed to carry out inspections to monitor child labor, particularly in remote areas, where law enforcement presence is low.(4, 10)

#### *Criminal Law Enforcement*

The Guyana Police Force (GPF) works on criminal cases involving victims of the worst forms of child labor in consultation with the Ministry of Home Affairs, the MLHSSS, the Ministry of Education, and the Ministry of

Amerindian Affairs, depending on the circumstances of the cases.(4) In 2013, the Government identified and rescued nine girls and one boy as suspected trafficking victims.(35) During the reporting period, the GPF also conducted training sessions on trafficking in persons for students; nurses; regional officials; and police officers stationed in Bartica, Lethem, and Port Kaituma.(9) However, the Government's capacity to carry out prosecutions is limited. With only 33 justices and magistrates, the courts have a backlog of cases on all matters of law with more than a 2-year waiting period.(2, 4, 9, 10, 36)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee on Child Labor (NSCCL)	Recommend policies and programs to eliminate child labor.(2, 10) A committee within the MLHSSS. Includes representatives of the National Commission on the Rights of the Child, the Bureau of Statistics, the National Teacher's Union, the GPF, as well as of the Ministries of Education; Amerindian Affairs; Health; and Culture, Youth and Sports.(37)
Commission on the Rights of the Child	Protect and promote children's rights in accordance with the UN CRC, which includes addressing the worst forms of child labor.(4)
National Task Force for Combatting Trafficking in Persons	Report on the nature and magnitude of trafficking in persons in Guyana, document the Government's response, and carry out public education and prevention measures.(38) Meets monthly.(10)

Evidence suggests the National Steering Committee on Child Labor (NSCCL) has stopped meeting on a regular basis, potentially limiting its ability to carry out its mandates.(39)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guyana has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Five-year Strategic Plan on the Rights of the Child*	Protects and promotes children's rights in Guyana and advances the UN CRC.(4)
National Education Policy*	Aims to provide equal access to quality education for all children and eliminate barriers to education, especially for the poor.(40)

\*The impact of this policy on child labor does not appear to have been studied.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Guyana funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Tackle Child Labor through Education (TACKLE)	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and the Caribbean countries and the Pacific group of states.(41) In Guyana, aims to increase school attendance, by reducing truancy and school dropout rates.(1, 19, 42) Provided entrepreneurial, technical, vocational and life skills training to out-of-school and unemployed youth.(4) In 2013, School Retention and Child Labor Program supported by TACKLE continued to serve communities in Region 4, providing nutrition enhancement, transportation support to school, homework assistance, and psychosocial support for parents and children.(34) During the reporting period, program also undertook awareness-raising activities.(34) Concluded in August 2013.(43) During 5-year project period, participating schools experienced higher student retention, improved student behavior, and better performance on examinations.(44) The MLHSSS is seeking support from the private sector to mainstream the program into its service delivery.(44)
Trafficking Hotline‡	Government-funded hotline to assist trafficking victims, run by trained operators.(9)
Shelter for Trafficking Victims‡	Government-run shelter that houses abused and trafficked women and children for up to 6 months. Provides services, including psychological counseling and practical skills training.(1, 2, 4, 9, 10)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
School Meals and Uniforms*‡	Government program to provide hot meals to 16,000 students at schools in the interior, and transportation for students in several remote areas. All students in government-run schools from nursery to secondary receive vouchers to purchase school uniforms, shoes, and backpacks.(2, 4, 34, 40, 45, 46)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Guyana.

Although the Government has programs to target child labor, the scope of these programs is insufficient to address the extent of the problem fully.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guyana (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Extend protections of children working at night beyond those employed in industry.	2010 – 2013
	Amend the list of hazardous work to protect children under age 18 in all listed sectors.	2010 – 2013
	Enact a law to prohibit explicitly child pornography.	2010 – 2013
Enforcement	Ensure sufficient resources are allocated in a timely manner to facilitate labor inspections.	2011 – 2013
	Dedicate more resources, namely judicial personnel, to resolving court cases, including those involving the worst forms of child labor.	2010 – 2013
Coordination	Ensure the NSCCL engages in regular meetings and coordination efforts.	2009 – 2013
Government Policies	Assess the impact of the Strategic Plan on Children's Rights and the National Education Policy on addressing child labor.	2010 – 2013
	Expand national education policy to achieve free universal education, as guaranteed by law.	2011 – 2013
Social Programs	Make publicly available the results of the Child Labor Rapid Assessment Survey.	2011 – 2013
	Develop new initiatives and expand existing programs to reach all children involved in the worst forms of child labor.	2010 – 2013
	Assess the impact the school meals program may have on child labor.	2013

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*In 2013, Haiti made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted a new law to bring Haitian law into compliance with the Hague Convention on International Adoptions, which contains provisions that aim to prevent trafficking and other worst forms of child labor from occurring through Haiti's child adoption system. The Government continued to expand access to education and support livelihoods through social programs that provide cash transfers to defray tuition and the cost of school meals during the 2013 school year. However, children in Haiti continue to engage in child labor, including in domestic service and agriculture. Haiti lacks adequate legislation to address the worst forms of child labor, such as trafficking, and a clear, easily applicable minimum age for domestic service, and it has not yet approved a list of hazardous occupations prohibited to children. Inspectors and child protection agents lack sufficient resources, such as vehicles and fuel, to carry out inspections. Social protection programs to combat child labor are also insufficient to adequately address the extent of the problem.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Haiti are engaged in child labor in domestic service and in agriculture, including on small subsistence farms.(1-6) Child labor in agriculture occurs throughout the country but is most prevalent in the South and Artibonite regions.(3-7) Table 1 provides key indicators on children's work and education in Haiti. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	29.0 (659,864)
Attending School (%)	5-14 yrs.	81.2
Combining Work and School (%)	7-14 yrs.	27.5
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey 2005.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Preparing land for planting, fertilizing fields, sowing, pruning, weeding, thinning and guarding in relation to the production of bananas,* beans,* corn,* peanuts,* peas,* rice,* cassava,* and yams* (5)
	Raising cows,* donkeys,* goats,* pigs,* sheep,* and poultry* (5)
	Fishing,* activities unknown (7, 10)
Industry	Processing produce, including removing shells and husks, removing stones, winnowing and drying* (5)
	Construction, activities unknown* (7, 11)
Services	Domestic service* (2-4, 12, 13)
	Selling goods and produce,* street vending,* shining shoes* (3, 7, 13-15)
	Working in food kiosks* (7)
	Washing and guarding cars, washing windows* (3, 7, 14)
	Portering in public markets and bus stations* (7, 13, 14)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Street vending,* shining shoes,* washing windowst and agricultural work,† sometimes as a result of human trafficking (3, 4, 12-17)
	Use by criminal groups as messengers and to carry weapons or transport drugs† (3, 17, 18)
	Commercial sexual exploitation,* domestic service,* and begging,* sometimes as a result of human trafficking* (7, 11, 19)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Some parents unable to care for their children send them to residential care centers (orphanages), or to relatives or strangers expected to provide food, shelter, and schooling to the children in exchange for housework.(2-4, 12) In practice, some of these children receive care and an education, while many become domestic servants and are victims of labor exploitation and abuse.(3, 4, 12, 17)




While many Haitians’ births are not registered, the 2010 earthquake and ensuing infrastructure destruction further exacerbated the lack of identity documentation.(3, 12, 15, 16, 18) Children lacking personal identification papers are particularly vulnerable to trafficking and other forms of labor exploitation; their legal status complicates their access to justice and other systems of government protection.(20, 21) Children are trafficked both internally and to the Dominican Republic.(3, 16) NGOs have reported that children crossing the border illegally are often accompanied by an adult who is paid to pretend to be the child’s parent or guardian until they reach the Dominican Republic.(15) Some of these children are reunited with relatives in the Dominican Republic; whereas, others end up working, including in domestic service, agriculture or on the streets shining shoes, washing windows, and in organized begging.(12, 15, 16, 22, 23)

There are not enough public schools, and many teachers have little or no training and lack official teaching credentials. As a result, most Haitian children who attend school go to private schools that charge a tuition.(2, 18) Many others simply do not attend school, especially in rural areas; as a result, they are at an increased risk of engaging in child labor or of becoming victims of human trafficking.(2, 3, 18)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Haiti has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

On April 30, 2014, Haiti ratified the UN CRC Optional Protocol on Armed Conflict and the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15** 14†	Article 335 of the Labor Code (24)
Minimum Age for Hazardous Work	Yes	18	Article 333 of the Labor Code (24)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 2 of the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhuman Treatment Against Children of 2003 (Act of 2003) (24)
Prohibition of Child Trafficking	Yes		Article 2 of the Act of 2003 (24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 2 of the Act of 2003; Articles 279 to 280 of the Penal Code (24, 25)
Prohibition of Using Children in Illicit Activities	Yes		Article 2 of the Act of 2003 (24)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	Yes	11	1987 Constitution (26, 27)
Free Public Education	Yes		1987 Constitution (26)

\*\* Labor Code Article 335 states children must be 15 years old to work in industrial, agricultural, or commercial enterprises.

† At time of ILO C. 138 ratification, the Government specified 14 as the minimum age for admission to employment or work.(29)

\* No conscription or no standing military.(27, 28)

Haiti's Labor Code Article 335 sets the minimum age at 15 for work in industrial, agricultural, and commercial enterprises. In its ratification of ILO C. 138, Haiti specified the minimum age of work to be 14.(29) The ILO Committee of Experts has noted that, as permitted under Article 5 of the Convention, Haiti excluded from Convention coverage the activities of children ages 12 and older in family enterprises, particularly in the informal and agricultural sectors, for up to 3 hours per day outside of school hours under MAST supervision. Therefore, the minimum age for work outside the three sectors referenced in the Labor Code and the allowable 3 hours per day in family enterprises is 14. The Labor Code allows children age 14 to be contracted apprentices, although children ages 14–16 may not work as apprentices more than 25 hours a week.(29, 30) The Labor Code also provides penalties for failure to follow procedures, such as obtaining work authorization to employ minors ages 15–18 legally, but does not provide penalties for the employment of underage children. The limited penalties, usually between \$68 and \$111, are not sufficient deterrents to protect children against labor exploitation.(7, 24) Pursuant to Article 5 of ILO C. 138, the ILO Committee of Experts requested the Government of Haiti to provide additional information about children excluded from ILO C. 138's coverage at ratification and about the Government's efforts to provide broader protections for this group.(24, 29)

The Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhuman Treatment Against Children of 2003 (Act of 2003) effectively annulled Chapter 9 of the Labor Code that had set a minimum age for domestic service and had provided for protections for domestic workers and fines in cases of violations.(24, 30) Though the ratification of ILO C. 138 sets the legal minimum age for domestic work at 14, the Act of 2003's repeal of the minimum age for domestic service leaves practical ambiguity about the Government's application of a minimum age for domestic service.(13, 24, 29)

The Labor Code prohibits children ages 15–18 from working at night in industrial jobs and in establishments where alcohol is served. The Labor Code also contains prohibitions against minors performing work that is dangerous or harmful to their physical or moral health. A more specific list of hazardous child labor activities has been developed but was not approved during the reporting period.(24, 30) Even though the Act of 2003 also contains a general prohibition against work that harms the health, security, or morality of a child, the Act establishes no penalties for employing children in these activities.(24) Articles 278–282 of the Penal Code prohibit prostitution and the corruption of minors. Research was inconclusive about whether this includes the use of children in pornographic



performances. Articles 281–282 provide relevant penalties and leave open the possibility that a person committing these crimes could be punished with only 6 months of imprisonment.(25)

In November 2013, the Government adopted a new law to bring Haiti into compliance with the Hague Convention on International Adoptions. Its provisions prohibit exploitation and trafficking through Haiti’s child adoptions system.(7, 13, 31) The new law reinforces the powers of the Institute of Social Welfare and Research (IBESR), a specialized agency of the Ministry of Social Affairs and Labor (MAST), as the supervisory body for adoption issues.(7) There is no law penalizing all types of trafficking; however, a trafficking law that would include criminal penalties recently passed both houses of Parliament and is awaiting promulgation.(7, 10-12, 31) Research found no penalties in Haitian law for forced labor or the use of children in illicit activities, although such conduct is prohibited by the Act of 2003.(24, 30)

It appears that children in Haiti are only required to attend school until age 11, which makes children ages 12–14 particularly vulnerable to the worst forms of child labor, as they are neither required to be in school nor are able to work legally, except in the limited circumstances specified above.(3, 27, 32) The Constitution guarantees free primary education, but most public schools charge fees for books, uniforms, enrollment, and teacher salaries; the cost of these expenses is prohibitive for many families.(2, 13, 18)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Affairs and Labor (MAST)	Enforce child protection and child labor laws. MAST labor inspectors investigate Labor Code infractions, including those regarding child labor, in the formal sector. MAST’s Institute of Social Welfare and Research (IBESR) agents perform inspections, with a focus on child protection, and help enforce the Act of 2003. IBESR’s role involves some monitoring of work of children age 12 and older who work in family enterprises. (29, 31, 33) In cases of potential criminal violations, MAST labor inspectors and IBESR agents transfer cases to juvenile courts for prosecution, while children are receive services from IBESR.(3, 7, 11) Collaborate with the Brigade for the Protection of Minors (BPM) to investigate cases of crimes against children and apply the Penal Code to punish those responsible.(7, 11, 31)
Haitian National Police’s (HNP) BPM	Lead anti-child trafficking efforts and investigate Penal Code infractions against children.(11, 15) Conduct investigations upon reports of child or forced labor, or in conjunction with routine police patrols.(7, 31) Operate in public places where children can be in physical or moral danger and victims of certain crimes. BPM agents gather and submit information to judicial and/or social protection authorities to allow criminal prosecution for crimes against minors or to provide social protection and placement services (as needed) for victims.(34)

Law enforcement agencies in Haiti took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

Each of the MAST’s 11 regional offices employs at least one MAST/Labor Inspectorate child labor inspector, but the total number of MAST inspectors is unknown. All MAST labor inspectors are required to monitor and ensure compliance with all Labor Code provisions during their inspections, including on child labor.(11, 15) MAST inspectors found no child labor violations in the formal sector inspections they carried out in 2013, but the number of MAST inspections conducted is unknown and details regarding inspection methodology unclear. For cases of children under age 15 found working in formal sector enterprises, there appears to be no written protocol as to whether inspectors should issue fines, issue warnings, and/or refer the children to IBESR.(24)

There have also been delays in penalizing violations of the Labor Code, because labor inspectors cannot directly fine employers and must transfer cases of violations to labor tribunals for their review and, if appropriate, sanction. The labor courts are often slow to act and delay the imposition and collection of fines.(24) MAST inspectors lack training and sufficient resources to adequately enforce the law, including means of transportation, fuel, and appropriately equipped work places.(7)

In 2013, IBESR's 150 employees, working in all of Haiti's geographic departments, included 77 child inspectors and approximately 20 social workers to handle protection cases including those involving child labor.<sup>(7)</sup> Each IBESR regional bureau includes a child protection section that employs five to seven inspectors. In 2013, IBESR also conducted a comprehensive reclassification of its staff by revising the terms of reference for each position, reinforcing a standardized hiring process, and providing training.<sup>(7)</sup> However, the amount of training provided was insufficient, in large part due to lack of funding.<sup>(7, 31)</sup> IBESR responds to complaints, but does not have a system with sufficient reach or standard protocols to conduct inspections effectively in the informal sector, including on small subsistence farms where most child labor occurs.<sup>(34, 35)</sup> IBESR inspectors also lack means of transportation, fuel, and appropriately equipped workplaces.<sup>(3, 7, 11)</sup> In 2013, IBESR carried out 2,578 child labor inspections, including along the Haitian-Dominican border and in nightclubs, the commercial sector, and family-owned farms and shops.<sup>(7, 31)</sup> IBESR found approximately 50 forced child labor violations and transferred 37 of them to judicial authorities. Children involved in such cases were transferred either to residential care centers or to host families.<sup>(10)</sup> There is no information available on the total number of working children identified as a result of these inspections, of cases transferred to judicial authorities and fines ultimately assessed, and about whether these children received social services.<sup>(7)</sup>

### ***Criminal Law Enforcement***

The Haitian National Police's (HNP's) Brigade for the Protection of Minors (BPM) maintained a staff of 80 agents, of whom 50 are trained HNP officers and 30 are civilians. The BPM did not hire additional staff in 2013 due to lack of funding.<sup>(7)</sup> It carried out 100 criminal child labor investigations.<sup>(10)</sup> This number does not include routine human trafficking controls at border crossings and airports, as such information was unavailable.<sup>(10)</sup> The investigations found evidence of 93 child sexual abuse cases, but it is unknown to what extent this number included commercial sexual exploitation of children.<sup>(7)</sup> The BPM arrested and transferred a total of 108 suspected offenders to prosecutors.<sup>(7)</sup> Information about the results of such criminal investigations and about any possible convictions and sentences imposed on the perpetrators of these crimes related to the worst forms of child labor, including forced labor, was not found; however, the BPM assisted a total of 601 children in 2013, of whom 555 were transferred to IBESR, and 46 were returned to their parents.<sup>(7)</sup>

Prosecutions of crimes related the worst forms of child labor are rare. Local judges are not sensitized enough to child protection issues, nor are they sufficiently aware of international standards regarding the worst forms of child labor. Although efforts were also made during the reporting period to systematically train law enforcement and judiciary officials in human trafficking, not all them were trained; more training is needed.<sup>(7, 11, 15, 31)</sup>

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Elimination of the Worst Forms of Child Labor	Develop national plan of action to combat child labor. <sup>(17, 36)</sup> Members include labor unions, civil society representatives, the Ministry of Justice, and the MAST. <sup>(11)</sup>
Inter-ministerial working group on trafficking	Coordinate all executive branch initiatives on human trafficking. <sup>(10, 15)</sup>

In 2013, the Commission implemented a campaign to raise public awareness about ILO C. 138 and ILO C. 182.<sup>(7, 31)</sup> The draft trafficking law calls for the establishment of a new interagency committee to combat trafficking in persons. Research did not determine if the existing inter-ministerial working group was active during the reporting period.<sup>(10)</sup>

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Haiti has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategic Development Plan (Plan Stratégique de Développement d’Haiti) (PSDH)	Articulates four pillars—Economic, Social, Territorial, and Institutional—for sustained economic growth in Haiti, which includes the goal to end child labor. Built on 2010 Action Plan for National Recovery and Development, which outlined key initiatives to address structural causes of Haiti’s underdevelopment in order to make Haiti an “emerging country” by 2030.(37-39) The 2010 Action Plan outlined plans to rebuild the country’s infrastructure, economy, and state institutions. Also mapped plans to improve the country’s living standards by increasing employment; providing housing; addressing food insecurity; and providing access to basic services such as health care, education, water, and sanitation. PSDH expands and provides further detail on these plans.(37, 39)
National Action Strategy for Education for All*	Aims to enroll 1.5 million students in school by 2016.(40) Launched in 2011, overseen by the Ministry of Education, and supported by international donors. Subsidizes school fees for both public and private schools, provides school feeding programs, and offers teacher training to increase the number of qualified teachers.(40, 41)
2010 Protocol of Action to Protect Vulnerable Haitian Children*	Sets mandatory procedures for governmental and nongovernmental institutions to provide support to Haitian children. Consequently, many Haitian children who had relocated to the Dominican Republic after the 2010 earthquake have received care or were sent back to Haiti to be reunited with their families.(42)

\*The impact of this policy on child labor does not appear to have been studied.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Haiti participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child and social protection hotlines*†	Government program that maintains hotlines to receive complaints of situations requiring child protection.(11) BPM manages the “188” hotline, while IBESR manages the “133” hotline. In 2013, BPM received 5,423 phone calls leading to 295 investigations, but number of calls involving child labor is unknown.(7, 10, 31) IBESR handled 93 cases through its social protection hotline, including 11 cases of children in domestic service.(7, 31)
Government Child Shelter Census and National Child Protection Database*	Government programs to support child protection. IBESR reinforces the Government’s regulatory framework for residential care centers (orphanages), collects information on vulnerable children, and tracks them through the National Child Protection Database.(31) In 2013, IBESR updated its census of children’s shelters, thus identifying 756 residential care centers housing more than 34,000 vulnerable children.(7) In 2012 and 2013, IBESR closed 40 residential care centers for violations of international standards. In 2013, IBESR identified 754 children in domestic service and either reintegrated them with their families or placed them with foster families.(31)
USAID’s Protecting the Rights of Children, Women, and Youth in Haiti (Aksyon Kolektif pou Sekirite kont Eksplowatasyon) (AKSE)	\$22.5 million USAID-funded, 5-year project that supports a partnership between the Government and private sector to promote children’s rights and child protection services. Supports efforts by governmental organizations; NGOs; and community-based organizations to assist victims of gender-based violence, trafficking, prostitution, sexual exploitation, forced domestic service, and recruitment into criminal activity. Strengthens institutional capacity to prevent abuse and address challenges faced by at-risk children, youth, and women.(43, 44)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Haiti, project aims to build the capacity of the national government and works to develop strategic policies to eliminate child labor and forced labor, as well as strengthen legal protections and social service delivery for child domestic workers.(45)
Protecting Children from Child Labor during the Early Recovery Phase	\$1 million United States- and Brazil-funded, 36-month project, implemented by ILO-IPEC to protect children from child labor during Haiti’s earthquake recovery and reconstruction phases. Part of a larger recovery program developed by the Government of Haiti and supported by the UNDP and other UN and NGO partners to protect children, including by combating the worst forms of child labor and protecting the rights of adolescents to safe and decent work.(36)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Help People (EDE-PEP) Program*‡	Government social program that assists poor families through 16 government- implemented projects, with a focus on improving children's well-being.(31) Projects include the Ti Manman Cheri project, the Kore Etidyan project, and the Aba Grangou project, among others. Ti Manman Cheri project has provided 105,704 low-income mothers with monthly cash transfers for their children's tuition.(7) Kore Etidyan project provided monthly grants to 27,000 students during the 2012–2013 school year and continues to provide financial assistance to students in 2013–2014.(31) Aba Grangou project, financed with \$30 million from Venezuela with additional financial support from the Government of Haiti, aims to cut the number of people suffering from hunger partly by reaching 2.2 million children through a school food program that has distributed 1,332,000 meals since January 2012.(7, 46)
National Free Education program*‡	Government program that aims to increase poor children's access to education by expanding free public school education. Program includes school grants intended to eliminate school fees and accelerated learning programs for students who are behind in school (44) In 2013, the Government enrolled more than 1 million school-age children. This is a significant increase from 200,000 children enrolled through this program in 2012.(10, 13, 47)
Children's Summer Enrichment Program*‡	Office of the Citizen Protector program provided training and ran summer programs for children, with the support of the AKSE program. Assisted approximately 100 children from Cité Soleil in Port-au-Prince by raising their awareness of Haiti's child protection institutional framework and mechanisms.(7, 10)
IBESR's National Week of the Child*†	IBESR awareness-raising campaign launched in 2013, funded by international NGOs, to increase public understanding of children's rights and the barriers they face to secure those rights. Engaged local and international NGOs on issues of forced child labor, child trafficking, and sexual abuse and exploitation.(31)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Haiti.

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms the country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(48)

The hotlines operated by the BPM and IBESR function exclusively in Port-au-Prince, which makes reporting cases involving child exploitation more difficult in rural areas, where hotlines are nonexistent. Despite IBESR's efforts to collect information in the National Child Protection Database, it does not fully capture information on the number of displaced street children and of children in domestic service.(11) Although Haiti has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem fully, particularly in agriculture and domestic service.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Haiti (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the law to— <ul style="list-style-type: none"> <li>■ Create meaningful penalties for employing children in contravention of the Labor Code.</li> <li>■ Reaffirm that the minimum age of 14 applies to domestic service, in conformity with international standards, and include meaningful penalties for employing child domestic workers younger than the minimum age.</li> <li>■ Provide comprehensive protection against child labor in hazardous activities, including adopting the list of hazardous work prohibited to children.</li> <li>■ Create criminal penalties for forced labor and the use of children in illicit activities.</li> <li>■ Clarify whether the Penal Code's prohibition on corruption of minors includes a prohibition on child pornography, and amend the law to include this prohibition if it does not.</li> <li>■ Raise the age to which education is compulsory to 15.</li> </ul>	2009 – 2013
	Amend the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment or Inhuman Treatment Against Children of 2003 to include civil and criminal penalties for all violations of the Act.	2011 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt a trafficking law and ensure it includes criminal penalties for child trafficking and sexual exploitation of children.	2011 – 2013
Enforcement	Enforce free and compulsory education for all children as mandated by the Haitian Constitution.	2012 – 2013
	Collect and make publicly available the number of MAST inspectors.	2013
	Collect and make publicly available information on the number of inspections conducted by the MAST/Labor Inspectorate inspectors and the number of inspections conducted by MAST/Labor Inspectorate child labor inspectors.	2013
	Make information publicly available about the number of violations of the Labor Code's child labor provisions identified as a result of inspections by the IBESR and the MAST/Labor Inspectorate, the number of such cases transferred to judicial authorities, the number of those ultimately sanctioned, the number of working children identified as a result of such inspections, and the number of working children referred to or receiving social services.	2013
	Expedite review in labor tribunals of child labor violations specified in the Labor Code, and impose and collect timely fines for such violations.	2013
	Establish formal enforcement protocols to clarify— ■ Actions that should be taken by labor inspectors when children under age 15 are found working in the formal sector and when children ages 15–18 are found working in unhealthy, difficult, and dangerous conditions. ■ Actions that should be taken by IBESR agents when they find children working in family enterprises, subsistence farms, and in the informal sector under harmful conditions in violation of the Act of 2003.	2013
	Establish an IBESR inspection system with sufficient reach in the informal and subsistence farm sectors to protect children against violation of the Act of 2003.	2013
	Provide sufficient training and resources to increase the capacity of the MAST, IBESR, PNH's BPM, and judiciary officials to ensure effective enforcement of child labor laws.	2009 – 2013
	Report on investigations, prosecutions, and convictions of crimes related to the worst forms of child labor, including forced labor and trafficking, disaggregating data on cases involving children.	2009 – 2013
Coordination	Ensure that the Government has a functioning committee or working group to address human trafficking issues.	2013
Government Policies	Assess the impact of existing education and child protection policies on addressing the worst forms of child labor.	2009 – 2013
Social Programs	Conduct research to determine specific activities related to children's work in construction and in the informal sector in order to inform policies and programs.	2013
	Expand hotlines operated by the BPM and IBESR to facilitate reporting of child exploitation cases in areas beyond Port-au-Prince, including rural areas, and track cases of child labor reported to hotlines.	2013
	Continue to implement and expand the National Child Protection Database to reduce children's vulnerability to trafficking and to further identify displaced street children and children in domestic service.	2010 – 2013
	Continue to prioritize resources to build an educational system that provides access to free quality education for all children, with a focus on educational opportunities in rural areas, where children are particularly vulnerable to trafficking and domestic service.	2009 – 2013
	Assess the potential impact of existing social protection programs on child labor.	2010 – 2013
	Implement programs to address child labor in agriculture and increase programming addressing child domestic service.	2010–2013

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# Honduras

## MODERATE ADVANCEMENT

*In 2013, Honduras made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Honduras passed a Legislative Decree harmonizing legal protections for children and trained labor inspectors on child labor issues. It strengthened the role of the seven regional sub-committees against child labor, and provided training to staff and community members on topics such as prevention, withdrawal, and social protection for child workers. The Government also continued to implement the Voucher 10,000 program, which provides cash transfers to families, and added child labor as a target issue under the program.*

*However, children continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. The inspections process does not sufficiently deter employers from using child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Honduras are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-10) Table 1 provides key indicators on children's work and education in Honduras.

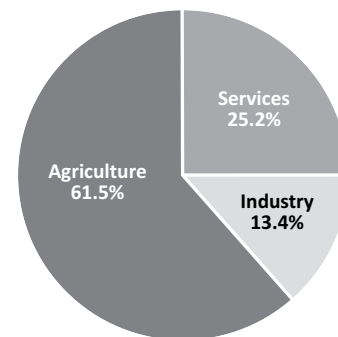
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	7.2 (151,468)
Attending School (%)	5-14 yrs.	83.7
Combining Work and School (%)	7-14 yrs.	4.8
Primary Completion Rate (%)		101.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Permanente de Hogares de Propósitos, 2007.(12)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of melon,† coffee,† and sugarcane*† (1, 13-20)
	Fishing,* including working as divers' assistants,† and diving for lobster† (3, 4, 6, 13, 20, 21)
Industry	Production of limestone,*† and lime*† (22)
	Artisanal mining*† (1, 4, 8, 19, 21)
	Sale and production of fireworks*† (4, 8, 23, 24)
	Construction, activities unknown† (4, 9)
Services	Street begging† (1, 21, 22, 25, 26)
	Scavenging in garbage dumps*† (1, 4, 19-22, 25, 27)
	Washing car windows at traffic lights*† (28)
	Domestic service† (1, 4, 9, 17, 19, 26, 29-32)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking* (9, 10, 26, 28)
	Use of children by gangs to perform illicit activities, including committing homicides, extortion, and trafficking drugs* (26, 28, 33)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Recent data indicate that 60 percent of working children work in agriculture.(3, 8, 9, 34) Children are sometimes trafficked from rural areas into commercial sexual exploitation in urban and tourist destinations such as the Bay Islands, La Ceiba, San Pedro Sula, and Tegucigalpa.(26, 30, 35, 36) In addition, reports indicate that Honduran children are trafficked to Central and North America for commercial sexual exploitation. Limited evidence suggests that girls from neighboring countries, including Guatemala and Mexico, are subjected to sexual servitude in Honduras.(26, 35, 36) Additionally, reports indicate that children are used by organized crime to commit illicit activities.(33)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Honduras has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Constitution; Labor Code (7, 28, 37-41)
Minimum Age for Hazardous Work	Yes	18	Executive Agreement STSS-211-01; Executive Agreement STSS-097-2008 (28, 30, 42, 43)
List of Hazardous Occupations Prohibited for Children	Yes		Executive Agreement STSS-211-01 (28, 30, 42)
Prohibition of Forced Labor	Yes		The Penal Code; Labor Code, Decree 59-2012 (42, 44, 45)
Prohibition of Child Trafficking	Yes		Decree 59-2012 (7, 45-47)
Prohibition of Commercial Sexual Exploitation of Children	Yes		The Penal Code; Decree 59-2012 (7, 45, 46)
Prohibition of Using Children in Illicit Activities	Yes		Code on Childhood and Adolescence (48)
Minimum Age for Compulsory Military Recruitment	Yes	18	Constitution; Article 12 of Code on Childhood and Adolescence Labor (9, 41, 49)
Minimum Age for Voluntary Military Service	Yes	18	Constitution (41, 49)
Compulsory Education Age	Yes	17	Fundamental Law of Education (7, 50, 51)
Free Public Education	Yes		Constitution (41)

In 2013, the National Congress passed Legislative Decree No. 35-2013, which reformed legal protections for children, including those contained in the Code on Childhood and Adolescence, Family Code, Civil and Criminal Codes, Criminal Process Code, and Domestic Violence Code.(9, 52) Article 128 of Legislative Decree No. 35-2013 mandates that the Secretariat of Labor and Social Security (STSS) inspect and regulate businesses, workplaces, and residential homes to verify whether children are working and ensure that their rights are being protected. If a residential home is the workplace, the STSS must obtain judicial authorization before the inspection.(52) Legislative Decree No. 35-2013 also establishes sanctions consisting of a fine of five to 15 times the minimum wage for those found in violation of the law. Fines for repeat offenders are double the amount of the previous fine.(52) If the violations endanger the life of a

# Honduras

## MODERATE ADVANCEMENT

child or have caused physical, mental, or intellectual harm to the child, civil and criminal penalties may be applied in addition to the fine.(52)

The Constitution states that no one under the age of 16 may work unless it is necessary to sustain their family and if the work does not interfere with their schooling. Honduran statutes build upon the protections in the Constitution.(41) The Labor Code and the Code on Childhood and Adolescence prohibit children under age 14 from working under any circumstances, and allows children ages 14 to 17 to work only with written parental consent and authorization from the STSS.(38, 48) Children ages 14 to 15 may work no more than four hours per day; children between the ages of 16 and 18 may work no more than 6 hours per day and can be granted special permission by the STSS to work in the evening if it does not affect their schooling.(7, 38, 48) However, children working in agricultural and stock-raising undertakings that do not permanently employ more than ten workers are not covered by the Labor Code's minimum age protections because these sectors are excluded from the scope of the Labor Code.(6, 10, 38) Although Article 8 of Executive Agreement STSS-211-01 states that minors may not perform dangerous activities even as part of a vocational training program, under Article 122 of the Children's Code minors ages 16 and 17 may receive authorization from the STSS to perform dangerous labor if they have completed technical training approved by the STSS.(6, 7, 28, 42, 48) The STSS has indicated that requests for authorizations for minors to work have decreased; however, it has also acknowledged that this decrease does not mean that the number of children working has actually declined, including those working in hazardous activities.(39)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Secretariat of Labor and Social Security (STSS)	Inspect labor conditions and enforces child labor laws.(30) Responsible for national policy on child labor and the Roadmap for the Prevention and Eradication of the Worst Forms of Child Labor.(10)
Honduran Institute for Children and the Family (INHFA)	Supervise and provide technical assistance to private and public institutions that work to protect the well-being of children, including victims of child labor and their families.(7, 30, 53)
The Ministry of Development and Social Inclusion	Coordinate social protection policy and provide services to vulnerable populations, including victims of violence, trafficking, and sexual and economic exploitation.(10)
The Public Ministry's Office of the Special Prosecutor for Children	Prosecute crimes against children, including those involving children in trafficking, hazardous labor, forced labor, or commercial sexual exploitation.(7, 10, 54) It also works together with the police and INHFA to rescue and protect victims.(10)

Law enforcement agencies in Honduras took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the STSS employed 141 inspectors who were all trained to enforce child labor laws, an increase of 20 from 2012.(9) During the reporting period, 60 inspectors participated in a program on strengthening labor inspections that was financed by the government of Canada; the program included child labor components, and the STSS worked with the ILO to develop programs focused on strengthening child labor inspections.(9) The ILO and the Government of Canada also financed regional trainings and helped support the Second National Congress of Inspectors, which provided general labor training to 97 percent of STSS inspectors.(9) The STSS reported that it had a budget of approximately \$2.1 million in 2013 for salaries, fixed organizational costs, and materials required for investigations.(9)

In 2013, the STSS conducted 6,037 comprehensive labor inspections and 11,506 complaint-driven inspections.(9, 55) The STSS reported that 795 children were removed from work as a result of its labor inspections in the cities of El Progreso Yoro, Tegucigalpa, and San Pedro Sula; none were removed in 2012.(9) However, none of the children removed from work subsequently received assistance.(9) The STSS reported that the Inspector General of Labor registered 16,018 citations and 43 infractions, but no sanctions or fines were administered during the reporting period.(9) The Inspector General does not disaggregate statistics on labor violations; so it is not possible to determine

how many of these were child labor violations.(9) Most of the inspections take place in the urban areas of San Pedro Sula and Tegucigalpa, and the ILO Committee of Experts reported that resource constraints limited labor inspections in rural areas and in indigenous communities, where hazardous activities in agriculture and fishing or diving are concentrated.(7, 9, 56)

The process for inspections includes a preliminary visit, during which inspectors inform companies of violations but do not issue fines or citations nor do they provide assistance to children who are found working.(7, 57) Employers have 3 days to address violations and make corrections.(7, 58) Inspectors then conduct a reinspection to determine whether the violations have been rectified. If violations are found during reinspection, inspectors recommend that the Inspector General issue penalties.(58) Reports indicate that if serious violations involving underage children or children working in hazardous conditions are found during the preliminary visits, they are immediately reported by the inspectors to their supervisors, but are not necessarily corrected.(59, 60) This two-tiered inspection process does not automatically penalize violators on their first offense, puts a strain on the limited human and financial resources of the inspectorate, and may not sufficiently deter employers from exploiting children in the workplace, particularly in remote rural areas. Furthermore, the lack of publicly available information on the results of inspections prevents an adequate understanding of how effective this inspection system is in practice.(9)

### ***Criminal Law Enforcement***

In 2013, the Public Ministry's Office of the Special Prosecutor for Children (OSPC) in Tegucigalpa reported having 38 trafficking investigations, most of which involved the sex trafficking of children. The OSPC reported no labor trafficking prosecutions or convictions.(7, 10, 35, 60, 61) The OSPC is staffed by two prosecutors and eight research analysts who investigate and prosecute cases of child labor.(7, 9, 54)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Gradual and Progressive Eradication of Child Labor	Coordinate all matters related to child labor and includes members of the STSS, INHFA, the Supreme Court, the Social Security Administration, the Public Ministry, and other government entities.(30, 53)
The Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT)	Coordinate the efforts of government institutions and civil society groups to combat commercial sexual exploitation and trafficking.(28, 30) CICESCT consists of representatives from 52 organizations, including several government ministries and various NGOs.(28, 30)

During the reporting period, the Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT) incorporated Decree 59-2012, the Anti-Trafficking law passed in 2012, as part of its mandate.(62)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Honduras has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Second National Plan of Action to Prevent and Eradicate Child Labor (NPAPECL II) (2008–2015)	Aims to prevent children from dropping out of school before they can legally work, to withdraw children who are currently engaged in the worst forms of child labor, and to ensure that the laws that protect children are enforced.(30, 53, 63) The Government has established regional subcommittees in Choluteca, Comayagua, Danlí, El Progreso, Juticalpa, La Ceiba, and San Pedro Sula to oversee local implementation of NPAPECL II.(25)
Roadmap for the Eradication of Child Labor (the Roadmap) in Honduras	Aims to improve coordination of the Government's responses to child labor issues.(30) The Roadmap works at the national, regional, and subregional levels and incorporates issues related to poverty, education, health, and social mobilization.(10, 30)



# Honduras

## MODERATE ADVANCEMENT

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Executive Decree PCM-011-2011, Article 2*	Mandates that all Secretariats and their dependencies must incorporate the issue of child labor elimination and prevention into their institutional strategic planning in accordance with the framework of the National Plan.(3, 4, 64, 65)
Country Vision (2010-2038) and National Plan (2010–2022)*	Guides national policy to reduce extreme poverty by addressing education, and social protection systems. Both the Country Vision and the National Plan incorporate child labor issues.(7, 30, 66)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Government of Honduras strengthened the capacity of the regional subcommittees against child labor in Choluteca, Comayagua, Danlí, El Progreso, Juticalpa, La Ceiba, and San Pedro Sula.(8) Training was provided to staff on topics such as prevention, withdrawal, and protection for child workers. The Government also carried out workshops for the development of action plans for each of the regional subcommittees to incorporate institutional and sector strategies to combat child labor.(8)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Honduras funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Voucher 10,000*‡	Government conditional cash transfer program that aims to reduce poverty by providing financial assistance to the head of household, provided that children meet educational and health requirements.(30, 67) Aims to ensure that indigenous and Afro-Honduran households have access to the Program.(67) The total number of beneficiaries reached by the Program during the reporting period was 285,000.(7, 68) During the reporting period, the Voucher 10,000 program added child labor to its specific objectives.(9)
My First Job Program*‡	STSS program that connects disadvantaged youth with vocational opportunities.(28, 30, 69) The program includes job skills and vocational training, internships, job placement, and public-private partnerships to support on-the-job training.(7, 28)
Program to prevent sex tourism involving children and adolescents‡	Aims to raise awareness and provides information, training, and a code of conduct for the tourism industry.(10, 70) The Honduran Tourist Board, the Ministry of Tourism, and the Tourism Institute are responsible for project implementation.
Promotion of respect of rights and social integration of children working in garbage dumps	Government program implemented by local organizations that targets children working in garbage dumps in Tegucigalpa and San Pedro Sula. The program targets approximately 600 children and provides them with educational services.(8, 71)
Program for working children	Network of Institutions for Children's Rights program that targets 2,500 children working in the streets by providing rehabilitation programs for child workers and to child victims of commercial exploitation.(8, 72)
The Friendly Hand Program‡	Secretariat of Development and Social Inclusion program that targets young people working in garbage dumps in San Pedro Sula and Tegucigalpa by offering a holistic approach to removing these young people from the worst forms of child labor. The program offers training for the entire family.(32, 73-75)
Civic Saturdays*†‡	Secretariat of Education program to reintroduce a Saturday school day in 2013, in part to help reduce child labor. Topics covered during Saturday classes are Honduran culture, laws pertaining to children, and recreational activities.(9, 76)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Honduras.(77)
Education and Monitoring Program for the Eradication of Child Labor	Government of Spain-funded \$1.3 million 2-year multicountry education and monitoring program for the eradication of child labor.(78)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Eradication of child labor in Latin America	Government of Spain-funded \$4.5 million 3-year multicountry project for the eradication of child labor.(78)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Honduras.

In 2013, the Government of Honduras carried out awareness-raising campaigns on hazardous child labor in mining in the Municipality of El Corpus, Choluteca.(8) Additionally, it carried out 19 training sessions with children, parents, and community members on child labor eradication and prevention in the cities of, Choluteca, El Paraíso, Islas de la Bahía, Intibucá, La Ceiba, La Paz, Olancho, Santa Bárbara, and Tegucigalpa.(8)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Honduras (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that minimum age protections are extended to apply to children in agricultural and stock-raising undertakings that do not permanently employ more than 10 workers.	2013
Enforcement	Ensure adequate funding is provided to the STSS, including resources for inspections in areas where child labor is prevalent, such as rural areas and indigenous communities, where children engage in hazardous activities in agriculture and fishing or diving.	2010 – 2013
	Ensure that minors that work have authorization from the STSS.	2011 – 2013
	Ensure that the two-tiered inspection system does not create an incentive to employ children and consider how the system may affect the limited resources of the labor inspectorate.	2011 – 2013
	Make information publicly available on the sectors in which inspections were carried out and sanctions imposed for child labor violations.	2012 – 2013
Social Programs	Assess the impact of social programs, such as Civic Saturdays and My First Job, on reducing child labor.	2010 – 2013
	Continue targeted programs to address the worst forms of child labor in agriculture, fishing, and commercial sexual exploitation.	2009 – 2013

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# India

## MODERATE ADVANCEMENT

*In 2013, India made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government continues to implement its National Child Labor Project, its project to assist bonded laborers through the provision of loans and alternative livelihoods, and several social protection schemes that address many of the root causes of child labor. In 2013, the Government passed the Criminal Law (Amendment) Act, which protects children from sexual offenses and children and adults from trafficking and forced labor and issued guidelines to each state on how to handle cases of child labor trafficking. The Government also launched the Crime and Criminal Tracking and Networking System, which connects all of India's 15,000 police stations. However, children in India continue to engage in child labor in agriculture and in the worst forms of child labor in the manufacturing of a number of products in the informal economy. Basic legal protections for children remain weak. Legislation to prohibit work by children under the age of 14 and to proscribe hazardous work for children under 18 was introduced in Parliament in 2012 but has yet to be passed.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in India are engaged in child labor, including in agriculture and in the worst forms of child labor in the manufacturing of a number of products in the informal economy.(1-4) Data from the Government's 2009–2010 National Sample Survey indicate that four-fifths of child workers reside in rural areas. Children who belong to scheduled castes or tribes are also more likely than other children to be engaged in child labor.(5, 6) Children engage in the manufacturing of goods, many in the informal economy and increasingly in home-based production.(6-9) Table 1 provides key indicators on children's work and education in India.

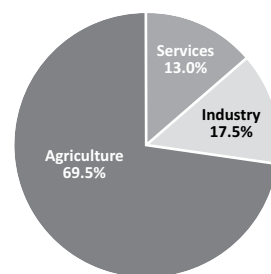
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	2.0 (4,371,604)
Attending School (%)	5-14 yrs.	88.8
Combining Work and School (%)	7-14 yrs.	0.8
Primary Completion Rate (%)		96.5

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2014.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from NSS Survey, 2009-2010.(11)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including producing rice and hybrid cottonseeds, picking cotton, and harvesting sugarcane† (1-3, 12-17)
	Quarrying† and breaking stones† (4, 18-21)
Industry	Manufacturing matches,† bricks,† locks,† glass bangles,† fireworks,† footwear, garments,† hand-loomed silk fabric,† silk thread,† leather,† embellished textiles,† and brassware† (7, 19, 22-31)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Polishing gems† (13, 32)
	Weaving carpets† (33-36)
	Rolling cigarettes (bidis)† and incense sticks (agarbatti)† (37-39)
	Spinning thread/yarn†, embroidering, sewing beads to fabric† (7, 35, 40)
	Stitching soccer balls† (17, 41-43)
	Mining mica*† (44-47)
Services	Working in hotels, food service, and certain tourism-related occupations (48, 49)
	Working on the street selling food† and other goods, repairing vehicles and tires,† scavenging,† and rag picking† (3, 17, 50)
	Construction, activities unknown† (51, 52)
	Domestic service† (17, 35, 53)
Categorical Worst Forms of Child Labor‡	Forced or bonded labor in gemstone cutting,* quarrying stones, brick kilns, rice mills and in the production of hybrid cottonseeds, garments, and embroidered textiles (zari) (4, 35, 53-55)
	Commercial sexual exploitation, sometimes as a result of human trafficking (35, 56)
	Forced labor in domestic service, agriculture, carpet weaving,* and begging (35, 53)
	Use of under-age children in armed conflict (35, 57)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

India remains a source, transit, and destination country for minors trafficked for commercial sexual exploitation and forced labor in domestic service, agriculture, and activities such as begging and brick making.(35, 53, 58) The majority of these children are Indians trafficked within the country.(35) There are also reports that children have been recruited to serve as soldiers by extralegal armed groups in zones where armed conflict is occurring.(35, 57, 59)

## II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

India has ratified most key international conventions concerning child labor, including its worst forms (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work (National)	No		
(Rajasthan)	Yes	18	Standard Operating Procedure (SOP) for Identification, Rescue, Protection and Rehabilitation (13)
Minimum Age for Hazardous Work	Yes	14	Child Labor Prohibition and Regulation Act (60)
List of Hazardous Occupations Prohibited for Children	Yes		Child Labor Prohibition and Regulation Act; The Factories Act (60, 61)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Bonded Labor System (Abolition) Act; Juvenile Justice (Care and Protection of Children) Act (62, 63)
Prohibition of Child Trafficking	Yes		Criminal Law (Amendment) Act (64)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Protection of Children from Sexual Offence Act; Information Technology (Amendment) Act of 2008 (65, 66)
Prohibition of Using Children in Illicit Activities	Yes		Narcotic Drugs and Psychotropic Substance Act No. 61 (67)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes	18	Military Regulations (57, 68, 69)
	Non-Combat: Yes	17	
Compulsory Education Age	Yes	14	The Right of Children to Free and Compulsory Education Act (70)
Free Public Education	Yes		The Right of Children to Free and Compulsory Education Act (70)

\* No conscription or no standing military.

Indian law is not fully consistent with international standards regarding child labor. The lack of a national minimum age for employment increases the likelihood that very young children may engage in activities that jeopardize their health and safety.(71) The minimum age for hazardous work is also not consistent with international standards and may jeopardize the health and safety of young people ages 14 through 17. Additionally, children in the informal sector do not have the same legal protections those working in the formal sector.(60, 71) In 2013, a parliamentary committee reviewed proposed legislation to prohibit work for children under the age of 14 and to proscribe hazardous work for children under 18. The new legislation would also increase penalties for violations of the law related to child labor.(17, 72) The parliamentary committee released its report in December and recommended some changes to the proposed legislation, which has not been enacted.(17, 73) In addition to national legislation, State governments also have the authority to pass legislation establishing a minimum age for work. In 2012, the State of Rajasthan passed legislation establishing a legal minimum working age of 18 years.(13)

In April 2013, the Criminal Law (Amendment) Act amended the Indian Penal Code to protect children and adults from being trafficked into exploitative situations, including forced labor situations.(64) Penalties include fines and up to lifetime imprisonment.(64)

There is no compulsory military service in India. The voluntary military age is set by military regulations and varies depending on the branch of the military, starting at 17 years.(69) However, the Government states that the minimum age to serve in combat is 18 years.(57, 74, 75)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
National Commission for the Protection of Child Rights	Investigate cases that may involve a violation of a child's rights or a lack of proper implementation of laws relating to the protection and development of children, including those related to child labor.(17)
State-level labor inspectors	Enforce state and national labor laws.(17)
National Human Rights Commission	Monitor implementation of the Bonded Labor System (Abolition) Act. Monitor state level action against bonded labor through its review of quarterly reports by state governments on bonded labor and through exploratory and investigative missions.(76, 77)
Central Bureau of Investigation's anti-human trafficking unit	Conduct operations to arrest traffickers of women and children.(78)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Anti-human Trafficking Units (AHTUs)	Investigate cases of human trafficking at the local level, including cases of child labor.(35)
State and local police	Enforce laws pertaining to human trafficking.(79)

Law enforcement agencies in India took actions to combat child labor, including its worst forms, during the reporting period.

### *Labor Law Enforcement*

In 2013, children were rescued from hazardous work in Delhi, Rajasthan, Andhra Pradesh, Jharkhand, and Karnataka. (4, 52, 80-83) During the reporting period, labor inspectors conducted 110,821 inspections, which identified 6,877 identified child labor violations.(84)

### *Criminal Law Enforcement*

In 2013, 920 prosecutions and 596 child labor law convictions took place.(84) Research was unable to uncover information regarding the number of prosecutions and convictions related to bonded labor, including child bonded labor. In previous years, despite rescue and rehabilitation of child laborers, prosecutions have not always taken place. (35, 85) In cases for which child labor prosecutions were launched, resolution has been unduly delayed because the judicial system is backlogged and overburdened.(35, 86) The Ministry of Home Affairs issued guidelines to all state governments on how to handle cases of child trafficking. These guidelines outline the specific steps that police and district officials must take when handling cases of child trafficking and forced child labor.(4, 87) In 2013, the state governments of Andhra Pradesh, Kolkata, Maharashtra, and Tamil Nadu provided anti-trafficking training to police officers.(75)

Complaints about hazardous child labor can be made through a toll-free helpline, Child Line. In 2013, Child Line expanded to 67 additional cities and now operates in a total of 269 cities across India.(88) After a complaint is received on Child Line, the complaint is given to the police to investigate and rescue children.(79)

In 2013, the Ministry of Home Affairs launched the Criminal Tracking and Networking System on a pilot basis.(79) This system connects all of India's 15,000 police stations and enables the police to monitor trends in serious crimes better, including trafficking.(79) It is not known whether the tracking system will disaggregate its data to include child trafficking victims, and India is not currently collecting or making public this data through other mechanisms.

During the reporting period, the Government established 100 new anti-human trafficking units across India to bring the total number of Anti-human Trafficking Units (AHTUs) to 300.(35)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Child Labor Technical Advisory Committee	Recommend new occupations and processes to be added to the list of hazards occupations and processes under the Child Labor (Prohibition & Regulation) Act, 1986.(89)
Central Advisory Board on Child Labor	Review, monitor, and suggest amendments to child labor policy and legislation.(89, 90)
Central Monitoring Committee	Supervise, monitor and evaluate actions of the National Child Labor Projects across India. Some State governments maintain State-Level Monitoring Committees to monitor the National Child Labor Projects in their states.(89, 91)
Core Group on Child Labor	Coordinate the convergence of social protection schemes to reduce child labor. Composed of members from the Ministries of Human Resource Development, Women and Child Development, Housing and Urban Poverty Alleviation, Rural Development, Social Justice and Empowerment, Panchayati Raj and Home Affairs and chaired by the Ministry of Labor and Employment (MOLE).(92)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Ministry of Women and Child Development (MWCD)	Coordinate all anti-trafficking policies and programs for women and children.(88)
Ministry of Home Affairs Anti-Human Trafficking Cell	Implement the Government's nationwide plan to combat human trafficking by coordinating with states to establish AHTUs and training thousands of officials to combat human trafficking.(79)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of India has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Policy on Child Labor	Describes concrete actions for combating hazardous child labor for children under age 14, including implementing legislation and providing direct assistance to children.(93)
State Action Plans on Child Labor in Andhra Pradesh, Bihar, Gujarat, Jharkhand, Karnataka, Maharashtra, Orissa, and Tamil Nadu	Details how a State government should work to eliminate child labor from hazardous industries. (94-98) Calls for the coordination of social protection programs and services provided by government and civil society organizations to support the livelihood of households vulnerable to child labor. Resulted in the creation of task forces at the state, district, and village levels.(97)
National Skills Development Policy	Includes provisions for child laborers, including short-term skills training for children removed from the worst forms of child labor.(99)
National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of Women and Children	Aims to rehabilitate and reintegrate victims of trafficking into society.(100)
Twelfth 5-Year Plan (2012–2017)	Details how the Government should implement its vast array of social protection schemes, including provisions for education, health, and increased livelihood support.(101)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of India participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description and Objectives
National Child Labor Project (NCLP) Scheme‡	MOLE scheme that operates at the district level to identify working children under age 14, withdraws them from hazardous work, and provides them with education and vocational training.(77) Sets up and administers NCLP schools, mainstreams children into formal education and provides them with stipends, meals, and health checkups.(77) In 2013, a task force was set up to review the program and has submitted suggested improvements to the government.(77) Between April 1, 2012 and March 31, 2013, 72,976 children were rescued, rehabilitated and mainstreamed into NCLP schools in 266 districts across India.(17)
Convergence Model Project	\$6.85 million USDOL-funded, 5-year project that supported the Government's efforts to combat hazardous child labor by linking children to the NCLP scheme and increasing their families' access to the Government's various social protection and welfare programs, including the National Rural Employment Guarantee Scheme (NREGS), the Rashtriya Swasthya Bima Yojna Health Insurance Scheme, Education for All Scheme, and the Skills Development Initiative Scheme. Concluded in June 2013. Referred 22,916 children to education services and 4,437 families to social protection schemes.(17, 102)
Bonded Labor Scheme‡	MOLE scheme that rescues and rehabilitates child and adult bonded laborers. Each rescued bonded laborer is provided with 20,000 rupees (\$325 ) and offered assistance through additional social protection schemes.(77) Supports the funding of a survey at the district level every 3 years on the prevalence of bonded labor as part of this scheme. Rehabilitates bonded laborers identified through the survey.(77)
Food Security Scheme*‡†	Ministry of Agriculture scheme that provides 5 kg of food grains at subsidized prices every month to families living under the poverty line every month.(103-105)
Midday Meal Program*‡	Ministry of Human Resource Development (MHRD) scheme that provides free lunch to children in government primary and upper primary schools as well as to NCLP students.(106)
National Rural Employment Guarantee Scheme (NREGS)‡	Ministry of Rural Development (MRD) scheme that provides 100 days of employment to every rural adult living under the poverty line.(17, 107) Research has shown that this program can lead to a reduction in child labor.(107)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description and Objectives
Rashtriya Swasthya Bima Yojna (RSBY) Health Insurance Scheme*‡	MOLE health insurance scheme for families below the poverty line. RSBY beneficiaries receive up to \$485 to cover the cost of hospitalization.(17, 108)
Education for All Scheme (Sarva Shiksha Abhiyan)‡	MHRD scheme that ensures the achievement of universal elementary education and addresses the education needs of 192 million children, including the provision of appropriate schooling facilities and qualified teachers. (109) Linked to NCLP scheme to ensure children's smooth transition from NCLP schools into the formal education system.(77)
Integrated Child Protection Scheme (ICPS)*‡	MWCD scheme that improves children's access to protection services, creates public awareness, increases accountability on child protection, enhances service delivery, and sets up a monitoring and evaluation system. Government expanded its investment in the scheme by allocating more than \$41 million to implement ICPS from January 2012 to March 2013.(88)
Welfare of Working Children in Need of Care‡	MWCD scheme that provides non-formal education and vocational training to street children and working children living in urban areas not covered by other MOLE schemes. Received \$1.35 million from January 2012 to March 2013, which the MWCD used to fund 104 projects that supported 10,400 beneficiaries.(88)
National Rural Livelihoods Mission*‡	MRD scheme that enables poor households to access gainful self-employment and skilled wage employment opportunities through social mobilization, institutional building, financial inclusion, and livelihoods promotion.(110)
Grants-in-Aid Scheme‡	MOLE scheme that funds more than 20 NGOs in order for them to provide rehabilitation services to working children.(77)
Skill Development Initiative Scheme‡	MOLE scheme that provides vocational training programs and gives priority to children withdrawn from child labor and to the parents of child laborers.(111)
Reducing Vulnerability to bondage in India through the Promotion of Decent Work Project ‡	MOLE project, in cooperation with the ILO, to reduce bonded labor in brick kilns and rice mills in Tamil Nadu. Project integrates existing government social and welfare programs to target vulnerable workers.(112) MOLE expanded this project to address bonded labor in the states of Andhra Pradesh, Haryana and Orissa based on this pilot project.(77)
Ujjawala Scheme‡	MWCD scheme that funded 52 new projects in 2013 and continues to support another 207 projects to help reintegrate, rehabilitate, and repatriate trafficking victims, including children.(88)
Anti-trafficking activities‡	MWCD operates these activities in collaboration with NGOs and state governments. Anti-trafficking activities include raising awareness, maintaining assistance hotlines, rescuing victims and providing shelter homes, counseling, legal aid, medical care, repatriation, and rehabilitative services.(88)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of India.

In 2013, the Government passed the Food Security Act, which provides up to 5 kg of food grains every month at subsidized prices to families living under the poverty line.(103-105) The Food Security Scheme, established by this Act, is projected to reach 67 percent of the population and will cost an estimated \$4 billion annually to implement. (103-105) In 2013, the Ministry of Rural Development announced a new pilot project under the National Rural Livelihoods Mission scheme to address bonded labor. The project will work in 10 districts in 5 states to identify and rehabilitate bonded laborers through the provision of loans and the promotion of alternative livelihoods.(113, 114) During the reporting period, state governments continued to conduct surveys on bonded labor under the Bonded Labor Scheme. Although these surveys are conducted, data on the prevalence of bonded labor in India's 28 states were unavailable. Additionally, the data that have been collected are not disaggregated to capture the number of children who are victims of bonded labor.(77)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in India (Table 9).



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify ILO C. 182.	2013
	Establish a minimum age for employment in non-hazardous occupations, consistent with international standards.	2009 – 2013
	Increase the minimum age for employment in hazardous occupations to meet international standards.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2009 – 2013
Enforcement	Report the number of prosecutions and convictions of violators of the Bonded Labor System Act.	2013
	Timely prosecute child labor cases against violators of the Child Labor Prohibition and Regulation Act and the Bonded Labor System Act.	2012 – 2013
	Disaggregate the data in the Ministry of Home Affairs Crime and Criminal Tracking and Networking System to include child trafficking violations.	2009 – 2013
Government Policies	Develop state action plans for the elimination of child labor where they do not currently exist.	2011 – 2013
	Conduct both a qualitative and a quantitative national survey of bonded labor (disaggregating data on children).	2009 – 2013
Social Programs	Assess the impact that existing programs may have on child labor.	2010 – 2013

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*In 2013, Indonesia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government continued to strengthen its provincial, district, and municipal-level efforts to combat child labor and human trafficking by adopting and implementing local-level regulations, coordinating mechanisms, policies, and action plans and by opening new investigations for 63 child trafficking cases. The Government also expanded access to social protection programs through the development of a social protection card system. However, children in Indonesia continue to engage in child labor in agriculture and in the worst forms of child labor in domestic service. Enforcement of child labor laws also remains a challenge. Law enforcement officials lack training on child labor and trafficking and the Government lacks comprehensive publically available data on child labor and trafficking investigations, violations, and convictions.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Indonesia are engaged in the worst forms of child labor in agriculture and in the worst forms of child labor in domestic service.(1, 2) Data from the Government's 2010 Labor Force Survey (*Sakernas*) indicate that there are 2 million children working in rural areas and 386,000 children working in urban and peri-urban areas.(1) There are also substantial regional differences in children's employment. For example, 1 percent of children between ages 10 and 14 work in Jakarta compared to 8 percent of children in Sulawesi (Central Indonesia) and 9 percent in Eastern Indonesia.(1) Children's work also increases sharply with age. For example, 5.2 percent of 10-year-olds work compared with 13.5 percent of 14-year-olds.(1) Table 1 provides key indicators on children's work and education in Indonesia.

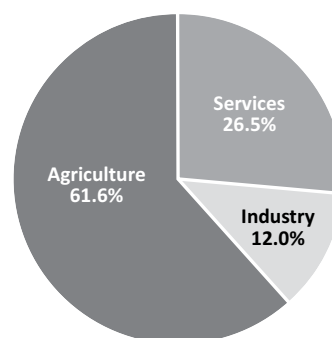
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	3.7 (816,363)
Attending School (%)	10-14 yrs.	92.4
Combining Work and School (%)	10-14 yrs.	2.1
Primary Completion Rate (%)		99.7

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey (*Sakernas*), 2010.(4)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of rubber, palm oil, and tobacco (5-9)
	Production of cloves,* coconuts,* coffee,* silk cotton (kapok),* melinjo fruit,* sugarcane,* and tea* (5, 10-13)
	Fishing, including fish processing (8, 14, 15)
Industry	Small-scale mining,† including gold (8, 16-18)
	Construction, activities unknown† (11, 19)
	Production of asphalt,* oil,* brick,* cigarettes,* footwear (including sandals), floor coverings,* marble,* stone,* textiles,* and tin* (8, 11-13, 16, 20)
Services	Street work, activities unknown† (13, 21)
	Horse jockeying* (22)
	Domestic service† (23, 24)

# Indonesia

## MODERATE ADVANCEMENT

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Domestic service and fishing* as a result of human trafficking (15, 25-27)
	Use in sale, production, and trafficking of drugs, sometimes as a result of human trafficking (15, 25)
	Commercial sexual exploitation sometimes as a result of human trafficking* (15, 27-32)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.







‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Indonesia is primarily a source country for child trafficking. Children, mostly girls, are trafficked to Malaysia, Taiwan, and the Middle East where they are subject to commercial sexual exploitation and domestic servitude.(27, 30, 31). Girls are also trafficked internally for the purpose of commercial sexual exploitation at mining operations in Jambi, Maluku, and Papua provinces, the Batam District, North Sulawesi, Riau Island, and West Papua provinces. In addition, children are trafficked for sex tourism in Bali and Riau Island.(32) Although information is limited, children are reported to also be trafficked internally for domestic servitude and fishing.(27) Children have reportedly been abducted from their homes and used for drug trafficking.(25)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Indonesia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Law No. 20/1999 on the Ratification of ILO Convention 138 (33)
Minimum Age for Hazardous Work	Yes	18	Manpower Act, Law No. 13/2003 (34)
List of Hazardous Occupations Prohibited for Children	Yes		Ministry of Manpower and Transmigration's Decree 235; Presidential Decree No. 59/2002 (35, 36)
Prohibition of Forced Labor	Yes		Manpower Act, Law No. 13/2003; Law No. 21/2007 on the Eradication of the Criminal Act of Trafficking in Persons (34, 37)
Prohibition of Child Trafficking	Yes		Law No. 21/2007 on the Eradication of the Criminal Act of Trafficking in Persons (37)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Manpower Act, Law No. 13/2003; Child Protection Act, Law No. 23/2002; Penal Code; Law No. 10/2012 on the Ratification of the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (8, 34, 38, 39)
Prohibition of Using Children in Illicit Activities	Yes		Manpower Act, Law No. 13/2003 (34)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law No. 34/2004 on the Indonesian National Armed Forces (40, 41)



**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Law No. 34/2004 on the Indonesian National Armed Forces (40, 41)
Compulsory Education Age	Yes	16	Presidential Instruction No. 1/1994, Articles 48 and 53 of the Child Protection Act, Law No. 23/2002, Article 6 of the National Education Law, Law No. 20/2003 (38, 42-44)
Free Public Education	Yes		Article 34 of the National Education Law, Law No. 20/2003 (44)

In 2013, local governments issued several provincial-, district-, and municipal-level regulations on the worst forms of child labor and child protection. At the provincial level, the Riau provincial government issued Provincial Regulation No. 4/2013 on the Services, Placement and Protection of Workers, including Article 52, which prohibits the worst forms of child labor. The South Kalimantan provincial government also issued Provincial Regulation No. 13/2013 on Child Protection.<sup>(43)</sup> At the district and municipal levels, the District of Kebumen, Central Java, issued District Regulation No. 3/2013 on the Implementation of Child Protection; the Sanggau, West Kalimantan District Government issued the District Regulation on Child Protection; and the Municipality of Sukabumi issued Municipal Regulation No. 4/2013 on Child Protection.<sup>(43, 45)</sup> All of these regulations reinforce the legal and regulatory framework on the worst forms of child labor.

The Domestic Worker's Protection Draft Bill continued to be deliberated by the legislature in 2013.<sup>(46)</sup> The adoption of the Domestic Worker's Protection Bill would be a stronger source of protections for child domestic workers because the current Ministry of Women's Empowerment and Child Protection's (MOWECP) child domestic worker guidelines is intended for implementation by local governments and it is up to them to enforce the guidelines.<sup>(47, 48)</sup>

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Manpower and Transmigration's (MOMT) Directorate General of Labor Development and Supervision	Monitor and enforce child labor laws. <sup>(8, 43)</sup> Provide information to employers on child labor laws and regulations, report child labor violations, and work with law enforcement officials to prosecute any child labor violations. <sup>(8, 49)</sup> Refer children found during inspections to the local Women's Empowerment and Family Planning Body (BPPKB) and/or Integrated Service Center for Empowering Women and Children (P2TP2A) to access appropriate social services. <sup>(43)</sup>
MOMT Directorate of Norms Supervision of Women and Child Workers	Receive child labor complaints via telephone, fax, or email. <sup>(43)</sup>
Ministry of Women's Empowerment and Child Protection (MOWECP)	Operate a Children's Helpline in order to receive complaints of children in need of protection, including child workers. <sup>(43)</sup>
National Police, including Women and Children's Service Unit	Conduct inspections and raids as well as make arrests in response to all crimes, including those related to child forced labor and trafficking, commercial sexual exploitation, and children participating in illicit activities. Conduct joint inspections with the MOMT, other government agencies, and the National Commission on Child Protection (KPAI). <sup>(15, 26, 43, 49, 50)</sup>

Law enforcement agencies in Indonesia took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Manpower and Transmigration (MOMT) employed 2,384 labor inspectors, of whom, 1,460 are general labor inspectors, 563 are civil servant investigators, and 361 are specialized inspectors tasked with enforcing the labor laws in specific industries such as medicine or engineering, including laws related to child labor.<sup>(43, 51)</sup>

# Indonesia

## MODERATE ADVANCEMENT

During the reporting period, the Minister of MOMT urged employers, trade unions, and families to report violations of child labor laws and regulations. The Minister also stated that employers who employed minors in violation of the Child Protection Act would have their licenses revoked and would face criminal prosecution.(52)

The MOMT allocated \$35.6 million for enforcement of labor laws, including child labor, at the federal level. In addition, each province and district head allocates a portion of funds for labor inspections and investigations.(43) Raids on reported child labor violations took place during the reporting period; however, research did not reveal the number of child labor inspections conducted, the number of violations identified, or the number of children assisted as a result of inspections because the Government does not have a system in place to disaggregate data.(14, 43) The MOMT provided 4 months of training to labor inspectors on the worst forms of child labor. The ILO also issued a guidebook on the worst forms of child labor to labor inspectors.(43) Government, ILO, and NGO officials have stated that there are not enough labor inspectors to address the child labor problem in Indonesia adequately and that labor inspectors are not provided with sufficient resources to carry out labor inspections effectively.(43, 53)

### *Criminal Law Enforcement*

During the reporting period, 1,000 police officers and 563 MOMT civil service investigators were deployed nationwide to focus on criminal investigations pertaining to child labor and trafficking.(43, 48)

The police reported opening 112 new trafficking cases involving 155 child and adult victims, of which 60 were girls and 3 were boys.(48, 54) The Attorney General's Office provided anti-trafficking training to 40 law enforcement and judicial officials in Jakarta, 45 law enforcement and judicial officials in West Java, 40 law enforcement and judicial officials in West Kalimantan, and 45 law enforcement and judicial officials in West Nusa Tenggara. Additionally, the Ministry of Education provided anti-child trafficking and commercial sexual exploitation training to 80 law enforcement and school teachers in North Sumatra.(54) MOMT also trained civil service investigators on the worst forms of child labor.(43)

Although there is no information on the exact number of convictions, the Attorney General's Task Force on Terrorism and Trans National Crime initiated 126 prosecutions.(55) Many of these prosecutions and convictions stemmed from violations related to the commercial sexual exploitation of children; those found violating the law were sentenced to prison and fined.(54) Information is not available on the exact number of prosecutions and convictions related to violations of laws on the worst forms of child labor. The National Task Force to Combat Trafficking in Persons notes that the lack of data hinders efforts to improve the prevention, prosecution, and protection of human trafficking.(54)

Despite the attention to anti-trafficking, the National Task Force to Combat Trafficking in Persons reports indicate that the police and prosecutors are unfamiliar with anti-trafficking legislation and are unclear about their role.(54) The MOWCEP issued recommendations and has begun implementing guidance on identifying trafficking victims and standard operating procedures for providing integrated services.(54)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Action Committee for the Elimination of the Worst Forms of Child Labor	Coordinate and monitor policy and program efforts to eliminate the worst forms of child labor at the national level. Establish metrics for the realization of children's rights, supervising the recruitment of workers, and assisting regional governments to appropriately budget for regional action committees. Chaired by MOMT with membership from 13 ministries, law enforcement institutions, trade unions, NGOs, and employers' associations.(8, 43, 51)
Provincial-level and District-level Child Labor Committees	Coordinate and monitor policy and program efforts, and develop action plans to eliminate the worst forms of child labor at the local level.(56)
MOWCEP	Coordinate the development and implementation of policies related to child protection.(42)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
KPAI	Disseminate information related to child protection, including child labor legislation; receive complaints, including those that pertain to child labor; monitor and evaluate the implementation of child protection efforts; and provide feedback on child protection to the President of Indonesia.(42)
National Task Force to Combat Trafficking in Persons	Coordinate the country's anti-trafficking efforts, including child trafficking.(57) Chaired by MOWECP, which coordinates the Task Force across 19 ministries. Includes six working groups that develop action plans and budgets for programs to address trafficking in persons.(58)
Sub-Task Force on the Prevention of Child Participation in Trafficking in Persons	Organize regular coordination meetings, provide technical training, and produce publications on the prevention of trafficking in persons. Chaired by the Ministry of National Education and Culture's (MONE's) Director for Early Childhood, Non-formal and Informal Education with membership from six ministries, the police, JARAK (network of NGOs working for the elimination of child labor), the Indonesian Journalists Alliance, and KPAI.(43)
Provincial and District Task Forces to Combat Trafficking in Persons	Coordinate the prevention, rehabilitation, reintegration, and the development and enforcement of relevant legislation.(51, 58)

The number of provincial child labor action committees increased from 32 in 2012 to 33 in 2013. Additionally, the number of child labor action committees at the district and municipal levels increased from 159 in 2012 to 162 in 2013.(43) However, the various entities responsible for working on child labor at the national, provincial, district, and municipal levels do not always coordinate with one another.(49, 59) The West Java Provincial Government issued a Governor's Decree to establish a Provincial Task Force to address the issue of street children.(45)

The Government increased the number of anti-trafficking task forces in the provinces from 28 to 30, and in districts and towns from 90 to 165; the task forces all coordinate among provincial and district governments (including police, prosecutors and courts), NGOs, and the international community.(54) The MOWECP led a national meeting to improve coordination and cooperation among provincial-level anti-trafficking task forces. As a result, five agreements among five sets of task forces were made to prevent human trafficking.(54)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Indonesia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan (NAP) for the Elimination of the Worst Forms of Child Labor (2002–2022)	Provides the national government's policy framework for the elimination of child labor in three operational phases.(43, 45, 55)
Provincial and District Action Plans for the Elimination of the Worst Forms of Child Labor	Provides provincial and district government's policy framework for the elimination of child labor.(45) In 2013, 4 provincial committees and 12 district and municipal action committees finalized action plans on the elimination of the worst forms of child labor.(43, 55)
National, Provincial, and District Plans of Action on the Elimination of Trafficking of Women and Children (2009–2014)	National Plan involves coordination among 19 ministries and formation of 6 sub-task forces under various ministries, including a sub-task force on the prevention of the trafficking of children under MONE. Serves to promote the prevention of trafficking in persons, including the commercial sexual exploitation of children.(48) Provincial and District Plans are local plans of action on the elimination of trafficking of women and children.(48, 50)
National Mid-Term Development Plan (2010–2014)	Incorporates various child labor prevention and reduction strategies into these development agendas.(60)
UN Partnership for Development Framework (2011–2015)	Tracks the Government's ability to implement the NAP effectively by measuring the number of district action committees and action plans formed, of provincial child labor monitoring systems developed, and of district child labor committees with representation from youth and/or women.(61)
Minimum Service Standards of Basic Education Program (2011–2013)*	Aims to improve access and quality of public education by limiting the distance that elementary and junior secondary schools can be located from children's households, specifying minimum allowable teacher-student ratios, and identifying minimum teacher education qualifications.(60, 62)

\*The impact of this policy on child labor does not appear to have been studied.

# Indonesia

## MODERATE ADVANCEMENT

In 2013, MOMT, in collaboration with the Ministry for National Development Planning, the ILO, and NGOs, drafted the Roadmap for the Elimination of Child Labor, which is intended to replace the third operational phase of the National Action Plan and is being finalized.(43, 55, 63) Specifically, the Roadmap aims to strengthen coordination and cooperation with stakeholders at all levels for the elimination of all child labor; develop coordinating mechanisms and policies to accelerate actions to eliminate child labor; mainstream the elimination of child labor into national development policies; and mobilize resources from stakeholders for the elimination of all child labor.(48, 55, 64)

The National Task Force to Combat Trafficking in Persons notes that Provincial and District Task Forces to Combat Trafficking in Persons lack Plans of Action on the Elimination of Trafficking of Women and Children.(54)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Indonesia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child Labor Elimination Program (Pengurangan Pekerja Anak)‡	MOMT program that removes child laborers ages 7 to 15 years from their workplaces and temporarily places them for 4 months in shelters where they receive counseling, remedial education for re-entry into school, and financial assistance of \$21 each month (8, 43, 51, 65) In 2013, the program worked across 21 provinces and 89 cities or districts in Indonesia, removed 11,000 children from child labor, and provided 366 shelters and 503 social workers to assist in this process.(55, 65)
Family Hope Program (Program Keluarga Harapan)‡	The Ministry of Social Affairs (MOSA) managed conditional cash transfer program, which provides services for child laborers who have dropped out of school. Targets the poorest 10 percent of the population and provides cash assistance to families who meet education criteria, including school enrollment and attendance.(43, 51, 63, 66, 67) In 2013, assisted 2,400,000 households.(55) Research shows that conditional cash transfer programs have slightly reduced child labor in Indonesia.(68)
Child Social Welfare Program (Program Kesejahteraan Sosial Anak)‡	MOSA administers conditional cash transfer program, which provides conditional cash transfers to street children, assistance to parents of child laborers at risk, and grants to implementing partners for the reintegration of trafficked children.(2, 15, 26, 43) In 2013, the program provided support to 9,314 street children.(55)
West Java Street Children Program‡	West Java provincial government program to assist street children.(45)
Bandung Municipality Street Children Program‡	Municipality of Bandung program to assist street children.(45)
Promote: Decent Work for Domestic Workers to End Child Domestic Labor	USDOL-funded 4-year, \$5 million program implemented by ILO-IPEC. Expands legal protections for child domestic workers, builds capacity of domestic worker organizations to address child domestic work, and promotes national and regional knowledge, awareness, and research of domestic service.(24)
Eliminate Exploitive Child Labor Through Education and Economic Development (EXCEED)	USDOL-funded 4 year, \$5.5 million program implemented by Save the Children that provides educational services to children at risk of or engaging in exploitative labor in domestic service, commercial agriculture, street work, and commercial sexual exploitation by providing educational services.(21) Between April and September 2013, withdrew 1,571 children and prevented 1,236 children from exploitative labor and supported one city to develop a district action plan to become a 'child friendly' city.(69)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Indonesia, aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor; improve the evidence base on child labor and forced labor through data collection and research; and strengthen legal protections and social service delivery for child domestic workers.(70)
Social Protection Cards (Kartu Perlindungan Sosial)†‡	Government program that provides a social protection card in order for beneficiaries to access Government social protection programs such as the unconditional cash transfer program, rice for the poor program, and education scholarships program.(66) As of October 2013, the Government issued social protection cards to 15.5 million poor households covering 25 percent of households of the lowest socioeconomic status in Indonesia.(63)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Unconditional Cash Transfer Program (Bantuan Langsung Semetara Masyarakat)*‡	Government unconditional cash transfer program to increase livelihoods of the poorest families.(66) In 2013, the program budgeted \$829 million for its unconditional cash transfer program and distributed \$13.35 million to 15.5 million households twice between June and October 2013.(55)
Rice for the Poor (Raskin)*‡	Government subsidized food program that provides rice for the poorest 25 percent of households.(66)
Social Security Organizing Body for Health (BPJS Kesehatan)†, plus Regional Health Security (Jamkesda)*	Government national health program that incorporates several existing health programs and provides health services to more than 100 million Indonesians. Incorporates an existing health program which pays the health fees of 86 million poor Indonesians. Additionally, assists millions more poor Indonesians through their local governments.(48, 66, 71, 72)
Education Scholarship (Bantuan Siswa Miskin)‡	Government primary, junior secondary, and senior secondary scholarship program that targets the poorest 25 percent of the population.(51, 60, 63, 66) In 2013, the program assisted 13.5 million students.(55) During 2013, research shows that educational cash transfers and related assistance programs significantly decrease the time spent by children on income-generating activities in Indonesia. In addition, households receiving educational transfers, scholarships and assistance were also found to spend more on educational goods.(73)
Block grants for Schools (Bantuan Operasional Sekolah)*‡	Government block grant program that compensates schools for the loss of income incurred when waiving fees, thereby ensuring free education for poor and vulnerable children in primary, junior secondary, and senior secondary schools.(42, 43, 74) In 2013, the program assisted 36.6 million primary and junior high school students, and 9.8 million senior high school students.(55)
Child Trafficking Services	MOSA and other government program that provides services for child victims of trafficking. In 2013, MOSA provided services to 49 child trafficking victims in Jakarta; the Women's Social Protection Home provided services to 24 child trafficking victims; the Integrated Service Center provided services to 19 child trafficking victims in Jakarta province; and the Integrated Service Center provided services to 11 child trafficking victims in East Java.(54)
Trafficking Awareness Raising Activities	MOWECP, the Ministry of Home Affairs, Ministry of Communication and Information, Ministry of Justice and Human Rights, Ministry of Foreign Affairs, Ministry of Transportation, Ministry of Religious Affairs, and Indonesian National Police awareness raising activities on human trafficking. In 2013, government agencies provided multiple awareness raising activities to prevent human trafficking.(54)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Indonesia.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Indonesia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Track and report the number of child labor and trafficking inspections, violations, penalties, and convictions, as well as the number of children removed and assisted, and analyze the effectiveness of enforcement.	2009 – 2013
	Increase the number of labor inspectors and provide sufficient funds for labor inspections so inspectors can adequately enforce child labor laws.	2010 – 2013
	Train police officers and prosecutors to be familiar with anti-trafficking legislation and clarify their role in combating human trafficking.	2013
Coordination	Improve coordination between national-, provincial-, district-, and municipal-level government officials responsible for addressing child labor concerns.	2012 – 2013
Policies	Create Provincial and District Plans of Action on the Elimination of Trafficking of Women and Children.	2013
	Assess the impact that existing education policies may have on reducing child labor.	2013
Social Programs	Assess the impact that existing social protection and education programs may have on reducing child labor.	2013



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# Iraq

## MINIMAL ADVANCEMENT

*In 2013, Iraq made a minimal advancement in efforts to eliminate the worst forms of child labor. Increasing insecurity and violence in the country has affected efforts to address child labor. Despite these challenges, the Central Committee on Trafficking in Persons met six times, and counted among its activities lobbying Parliament for improvements to the Anti-Trafficking Act 2012 and establishing a trafficking shelter protocol. The Government adopted new standards for children's education that emphasize inclusiveness and participation. However, children continue to engage in the worst forms of child labor, including through recruitment and use by illegal armed groups. The compulsory education age is lower than the minimum age for entrance to work, leaving children who are no longer required to be in school and not yet permitted to work particularly vulnerable to the worst forms of child labor. The Government continues to lack programs that target children in relevant worst forms of child labor, particularly those used by armed groups.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Iraq are engaged in the worst forms of child labor, some through recruitment and use by armed groups. (1-6) Table 1 provides key indicators on children's work and education in Iraq.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	5.3 (454,330)
Attending School (%)	5-14 yrs.	75.0
Combining Work and School (%)	7-14 yrs.	4.2
Primary Completion Rate (%)		66.3

Source for primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS4 Survey, 2011.(8)

The newly analyzed results of the 2011 Multiple Indicator Cluster Survey (MICS) included in Table 1 show that the percentage of working children ages 5 to 14 has dropped by over half since the previous survey, conducted in 2006. School attendance increased, and the number of children combining work and school dropped over this 5-year period.

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting, weeding, hoeing, and transporting rice,* wheat,* orchard fruit,* and vegetables* (3)
	Herding water buffalo* (3)
	Fishing,* activities unknown (3)
Industry	Making bricks* (1, 3, 4, 9)
	Begging (4, 10, 11)
Services	Construction, activities unknown* (12)
	Street work, including selling goods, cleaning windshields, washing cars, begging, shining shoes (3, 4, 10, 13, 14)
	Working at gas stations* and auto repair shops (1, 4, 10, 12)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Scavenging at dump sites* (15)
	Forced begging (4, 6, 11)
Categorical Worst Forms of Child Labor‡	Soldiering, including intelligence gathering, couriership, planting improvised explosive devices, acting as a suicide bomber (1-6, 9, 16-18)
	Commercial sexual exploitation sometimes as a result of trafficking (4, 6, 19-25)

\* Evidence of this activity is limited and/or extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)-(c) of ILO C. 182.

Sunni and Shiite militias, as well as al-Qaeda in Iraq and the Islamic State of Iraq and the Levant, reportedly recruit and use children to gather intelligence, to act as couriers, and to plant improvised explosive devices.(2, 5, 6, 9, 17, 18, 25) During 2013, UNICEF reported that 400 children were found to be engaged in violent activity on behalf of nongovernmental militias.(4) Research found no evidence of the Government recruiting children into the Iraqi armed forces.

Throughout the country, girls are subject to commercial sexual exploitation by their families, who seek financial gain through the traditional institution of temporary marriages.(1, 4, 6, 19, 26) This practice involves a dowry paid to the girl's family and an agreement to dissolve the marriage after a predetermined length of time.(14, 19, 27, 28) In the Iraqi Kurdistan Region (IKR), child commercial sexual exploitation was reported to be on the rise due to a large increase in Syrian refugees.(4)







Access to education is a challenge due to armed violence targeting teachers or in proximity to schools; school fees, especially for noncitizen children who are exempt from receiving free tuition; and issues related to transportation, especially in rural areas.(1, 4, 9, 29)

Increased insecurity and violence in the country was reported to have had a deleterious effect on Government efforts to combat human trafficking and to protect human rights.(4, 6) According to Government officials and international observers, efforts to combat child labor have been similarly impacted.(28)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Iraq has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4). The Iraqi Kurdistan Government does not observe the provisions on child labor in the central government's labor laws and has drafted a child labor law unique to the region that is pending consideration of the Iraqi Kurdistan Parliament.(28)

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	1987 Labor Law as Amended by Coalition Provisional Authority Number 89 (30)
Minimum Age for Hazardous Work	Yes	18	1987 Labor Law as Amended by Coalition Provisional Authority Number 89 (30)
List of Hazardous Occupations Prohibited for Children	Yes		1987 Labor Law as Amended by Coalition Provisional Authority Number 89, Instruction 19 of 1987 (25, 30)
Prohibition of Forced Labor	Yes		1987 Labor Law as Amended by Coalition Provisional Authority Number 89 (30)
Prohibition of Child Trafficking	Yes		Constitution, 1987 Labor Law as Amended by Coalition Provisional Authority Number 89, Juvenile Welfare Act (Law No. 76 of 1983), Human Organ Transplantation Law (Law No. 85 of 1986), Anti-Prostitution Law (Law No. 8 of 1988), KRG Family Violence Law (Law No. 8 of 2011), Penal Code (Law No. 111 of 1969), Anti-Trafficking Act (2012) (9, 30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Constitution, 1987 Labor Law as Amended by Coalition Provisional Authority Number 89, Penal Code, Anti-Prostitution Act (2011) (30)
Prohibition of Using Children in Illicit Activities	Yes		1987 Labor Law as Amended by Coalition Provisional Authority Number 89 (9)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Coalition Provisional Authority Order No. 22–Creation of a New Iraqi Army (9)
Compulsory Education Age	Yes	12	Constitution (31)
Free Public Education	Yes		Constitution (31)

\* No conscription or no standing military.

Order No. 89 sets employment conditions for children age 15 and older, including work hours, medical examinations and annual leave policies; it also provides for the creation of a register of employed young persons.(10, 30) Children employed in family enterprises are exempt from the Order's requirements, which may put these children at greater risk for involvement in the worst forms of child labor.(10, 30) The CEACR has stated that penalties for violating the Order's provisions on the worst forms of child labor are insufficient.(25)

Forced labor is prohibited by the Constitution.(31) However, the Penal Code only provides for punishment if the perpetrator is a public official. The Government is reportedly drafting revisions to the Labor Law that would extend penalties to anyone convicted of imposing forced labor.(16, 32)

Article 34 of the Constitution guarantees Iraqis the right to free education at all levels.(31) Children in Iraq are required to attend school until age 12.(33) The low compulsory education age leaves children ages 12 to 15 vulnerable to the worst forms of child labor, as they are not required to be in school but are not permitted to work either.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Affairs (MOLSA)	Enforce child labor laws and regulations through its Child Labor Unit.(9) Conduct research on child labor.(34, 35) Operate shelters for human trafficking victims, including minors.
Ministry of Interior (MOI)	Enforce criminal laws on the worst forms of child labor. Collaborate with MOLSA, the Iraqi Industries Federation, and the Confederation of Trade Unions to conduct inspection campaigns.(9, 25) Run an Anti-Trafficking Department that compiles statistics on human trafficking cases.(9, 25, 35)



Law enforcement agencies in Iraq took action to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

MOLSA has two to three inspectors per province who are assigned to investigate child labor, as well as all other labor violations.(9) In 2012, the most recent period for which data is available, MOLSA reported that 88 businesses had been closed for child labor violations. In 2013, the MOLSA Child Labor Unit Chief attended a UNICEF training on the worst forms of child labor.(9) Subsequently, MOLSA increased its cooperation with UNICEF on efforts to collect data on the problem.(28) Research did not uncover information on the number of labor inspections conducted or the number of labor inspectors employed during the reporting period. Research found no information on funding, violations found, or penalties imposed to enforce child labor laws during the reporting period.

### ***Criminal Law Enforcement***

In February 2013, the case of a gang accused of forcing women and girls to work in brothels was sent to Iraq's criminal court system.(6, 11) The Government funded and participated in numerous anti-trafficking trainings for law enforcement, the judiciary, and other officials throughout the reporting period.(6) Although in 2012 the Government compiled and reported statistics on trafficking in persons for the first time, it did not provide this information for 2013.

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Interministerial Committee on Child Labor	Coordinate overall government efforts to combat child labor. Members include MOLSA, MOI, the Ministry of Education (MOE), and the Ministry of Foreign Affairs (MFA).(9)
Joint Committee on Street Children	Coordinate the implementation of measures for removing and rehabilitating street children. Members include MOLSA and MOI.(9)
Central Committee on Trafficking in Persons (CCCT)	Oversee implementation of the 2012 Anti-Trafficking Act and serve as the national coordinating body on trafficking in persons. CCCT includes representatives from the Ministries of Health, Finance, Migration and Displacement, Labor and Social Affairs, Human Rights, and Justice; the State Ministry for Women's Affairs; the Council of Ministers Secretariat; and the High Commission on Human Rights.(11, 36)

Limited sources indicate the Interministerial Committee on Child Labor and the Joint Committee on Street Children were active in 2013, though research did not identify their specific activities.(9, 14) The CCCT met six times, despite a security situation that compelled it to institute a rotating chairmanship to protect the personal safety of its representatives. Its activities included advocating for Parliament to strengthen trafficking laws and establishing a protocol for shelters providing services to trafficking victims.(6)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Iraq has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Coalition Provisional Authority Order No. 89	Lays out government policy to address the worst forms of child labor. Order 89 calls for programs to be designed to prevent the engagement of children in the worst forms of child labor, to provide direct assistance for the removal of children in these labor situations, and to ensure the children have access to basic education.(30) During the reporting period, the Government adopted new standards for children's education (developed with support from UNICEF) that emphasize inclusiveness and participation.(4)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Action Plan on Human Rights (NAP)	Establishes goals and discrete steps to be taken in specific timeframes to “promote and protect human rights as a core value,” in line with recommendations adopted by Iraq following its submission to the Universal Periodic Review as a party to the UN Declaration of Human Rights. NAP recognizes Iraq’s obligations to international conventions, including the CRC and its optional protocols and ILO C.182 and C.138, and states that such conventions may be applied in Iraqi courts.(37) Sets an action plan to fulfil a proclaimed “right to education” in Iraq, including through financial incentives to families living in poverty to encourage completion of primary and secondary level education.(28, 37)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Iraq funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Hotline for Victims of Trafficking‡	MOI hotline for victims of human trafficking that is routed directly to MOI’s Anti-Trafficking Department.(36)
Child Rights Hotline*	Kurdistan Regional Authority-operated hotline to receive calls for advice or complaints with respect to children’s rights. The hotline received 8,149 calls in 2013.(28)
Informal Education*‡	Government-supported informal education systems, including evening school programs and “fast education modes,” to encourage children ages 12 to 18 years who have dropped out of school to continue their education.(21)
Vulnerable Populations	Australian, Japanese, Dutch, and U.S. Government-funded programs implemented by IOM to focus on the needs of vulnerable populations, including internally displaced persons and refugees, who are often more susceptible to the worst forms of child labor.(35, 38) Include providing psychosocial services specifically for at-risk children in several governorates. Government monitors and assesses the needs of internally displaced persons and returnees to the country to offer assistance and protection, including from trafficking.(38)

\* The question of whether this program has an impact on child labor does not appear to have been addressed.

‡ Program is funded by the Government of Iraq.

Research found no evidence of programs to address specific forms of child labor such as children used or recruited by armed groups, or those engaged in street work, construction, brickmaking, or agriculture.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Iraq (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase the age of compulsory schooling to at least 15, the minimum age for work.	2009 – 2013
	Provide legal protection for children working in family businesses.	2009 – 2013
	Increase penalties for violations related to the worst forms of child labor.	2013
	Amend the Penal Code to make penalties applicable to any forced labor violation, regardless of whether the perpetrator is a public official.	2013
Enforcement	Conduct child labor inspections in areas where children are known to work.	2011 – 2013
	Make data publicly available on funding levels, violations found, and penalties imposed to enforce child labor laws.	2013
	Resume reporting official statistics on the enforcement of anti-trafficking laws, and disaggregate data on child victims.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Implement programs to address relevant child labor sectors in Iraq, such as street work, commercial sexual exploitation, construction, brickmaking, and agriculture.	2010 – 2013
	Implement programs to demobilize and reintegrate children engaged in armed groups.	2009 – 2013
	Expand programs to increase access to education, particularly at the primary level.	2013
	Assess the impact that existing social programs have on child labor.	2011 – 2013

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# Jamaica

## MODERATE ADVANCEMENT

*In 2013, Jamaica made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended the trafficking law to include harsher penalties for violators of child trafficking cases, the National Task Force Against Trafficking in Persons (NTFATIP) supported many awareness activities, and the Government conducted three small pilot surveys on child labor. Jamaica also continued to participate in the Child Labor Measurement and Policy Development (MAP) program and the Tackling Child Labor through Education (TACKLE)*

*program, through which they published a Child Labor Handbook for Professionals. However, children in Jamaica are engaged in child labor in street work and in the worst forms of child labor in commercial sexual exploitation. There is no law prohibiting the procuring or offering of a child for illicit activities, including drug trafficking and production. The country lacks current nationwide comprehensive statistics on child labor, and it has not enacted a draft Occupational Safety and Health (OSH) Act.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Jamaica are engaged in child labor in street work and in the worst forms of child labor in commercial sexual exploitation.(1-4) Table 1 provides key indicators on children's work and education in Jamaica.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.4 (48,336)
Attending School (%)	5-14 yrs.	98.6
Combining Work and School (%)	7-14 yrs.	9.5
Primary Completion Rate (%)		88.0

Source for primary completion rate: Data from 2004, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown, garden work* (1-4, 7)
Industry	Construction, activities unknown* (4)
	Garbage scavenging* (4, 8)
Services	Work in shops and markets* (4)
	Domestic service* (1, 4, 9)
	Street work as beggars and vendors (1-4, 10)
	Commercial sexual exploitation sometimes as a result of human trafficking (1-4, 7, 10, 11)
Categorical Worst Forms of Child Labor‡	Used in the production of pornography* (12-14)
	Forced work in domestic service* and as vendors (1-4, 10)
	Illicit activities, executing financial scams, and serving as drug and gun couriers* (15-17)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

While Jamaica lacks comprehensive statistics on child labor, in 2013 the Ministry of Labor and Social Security (MLSS) conducted three small surveys on vulnerable children in the parishes of Clarendon, St. Catherine, and St. James.(18)




In Jamaica, trafficking victims are often young girls from low-income and single-parent homes.(11)

Children are commercially sexually exploited in the island's resort areas.(2, 4, 9) Children are known to be used as the subjects of pornographic films and, less commonly, live sex shows.(12) Limited evidence suggests that some Jamaican police and government officials are complicit with hiring children to be a part of prostitution rings.(11)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Jamaica has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Child Care and Protection Act of 2004 (19)
Minimum Age for Hazardous Work	Yes	18	Child Care and Protection Act of 2004 (19)
List of Hazardous Occupations Prohibited for Children	Yes		Child Care and Protection Act of 2004; Quarries Control (General) Regulation; Mining (Safety and Health) Regulations; Factories Act: Building Operations and Works of Engineering Construction Regulations of 1968; Shipping Act; and Docks (Safety Health and Welfare) Regulations of 1968 (20-22)
Prohibition of Forced Labor	Yes		Trafficking in Persons (Prevention, Suppression and Punishment) Act of 2007 (23)
Prohibition of Child Trafficking	Yes		Child Care and Protection Act (2004) (24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Trafficking in Persons (Prevention, Suppression and Punishment) Act of 2007; Child Pornography (Prevention) Act of 2009; Sexual Offences Act of 2009; Cyber Crimes Act of 2010 (10, 23, 25-31)
Prohibition of Using Children in Illicit Activities	No		Child Care and Protection Act (2004) (24)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	17.5	Defense Act of 1962 (32, 33)
Compulsory Education Age	Yes	18	Education Act of 1965 (3, 26)
Free Public Education	Yes		Jamaican Charter of Fundamental Rights and Freedoms (26, 34)

\* No conscription or no standing military.

The law establishes the minimum age for employment at 15, but allows children ages 13 to 14 to engage in light work; however, the list of occupations considered light work has not been finalized by the Government. The draft list includes hair braiding, clerical work, newspaper vending, supermarket packing, and engagement in household chores.(19, 24, 35) While there is no general legislation prohibiting specific hazardous activities to children under 18, the OSH Act, drafted in 2010 and currently under review by Parliament, would specify 45 hazardous occupations



# Jamaica

## MODERATE ADVANCEMENT

prohibited for children under 18.(1, 29, 30, 35). The draft statute identifies those to include, among others, fishing at sea, working on construction sites, participating in the production of pornography, and engaging in illicit activities that involve weapons. If adopted, the OSH Act will increase current fines for employers who illegally utilize child labor and will enable labor inspectors to access formerly prohibited workplace environments in the informal economic sector.(1, 2, 35) Industry-specific statutes, such as the Building Operations and Works of Engineering Construction Regulations of 1968, the Shipping Act, and the Docks (Safety Health and Welfare) Regulations of 1968, identify as hazardous occupations for children under the age of 18 the operation of cranes and other duties related to lifting appliances in construction and in mining.(30)

Current legislation does not prohibit the use, procurement, or offering of a child for illicit activities, such as for the production and trafficking of drugs.(36) However, the Child Care and Prevention Act bans children from selling alcohol or tobacco products.(24)

In 2013, the Government adopted amendments to the Trafficking in Persons (Prevention, Suppression and Punishment) Act. The law identifies “debt bondage” as a means by which a victim may be coerced, doubles the maximum sentence for human trafficking from 10 years to 20 years, and mandates an additional 10-year sentence to those convicted of an offense in which “aggravating factors” are proven, such as the trafficking of minors by adults.(18)

The minimum age for voluntary military service in Jamaica is 17 years 6 months with parental consent. Children may enlist at age 17 for training purposes only. Children under 18 can enlist with parental consent.(32, 33)

Although education is compulsory, in practice it is difficult to enforce in the absence of an adequate number of truancy officers and the financial circumstances of some families that depend upon income from their children for support.(37)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
MLSS, the Child Labor Unit (CLU), and the Occupation Safety and Health Department (OSHD)	Enforce and administer child labor laws, including monitoring of violations under related laws. Has 15 inspectors and is planning to fill three more positions; OSHD has 30 inspectors who cover businesses and sites in the formal economy.(1, 2, 18) Develop flow charts to facilitated multiple-agency responses. Share information with all other agencies involved in child labor issues.(18)
Child Development Agency (CDA)	Enforce child labor laws, monitor related violations, and oversee efforts to address the problem.(1, 2)
Office of Children’s Advocate (OCA)	Enforce and protect children’s rights, including maintaining records of complaints, conducting investigations, providing legal services for children, and educating the public on office’s services.(3, 38)
Jamaica Constabulary Force (JCF)	Enforce criminal laws, including those related to the worst forms of child labor. Includes a Trafficking in Persons (TIP) Unit that investigates and prosecutes cases of child trafficking and commercial sexual exploitation.(2, 13, 39)
Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA)	Investigate and prosecute sexual offences and child abuse. Work in victim rehabilitation and conduct public education programs. Branch of the JCF.(40)

Law enforcement agencies in Jamaica took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

Between January and September of 2013, the Occupational Safety and Health Department carried out 1,015 inspections. For FY 2013, approximately \$404,000 was allocated to the MLSS Occupation Safety and Health Unit.(18)

There were no cases of child labor found, as inspections are only conducted in factories, building sites, docks, and ships, where child labor is typically not found.(18, 36)

Authorities removed 130 children from child labor situations; however, there is no information available to identify the sectors in which these children were found working.(10)

There was no information available on how many inspections the MLSS carried out during the reporting period.

### *Criminal Law Enforcement*

From 2012-2013, the TIP unit conducted 213 raids, an increase from 32 raids during 2011–2012. Two arrests were made for child trafficking during the reporting period.(41) The Ministry of National Security provided the JCF TIP Unit with \$29,826 in equipment and a vehicle for purposes of investigations and outreach work.(41)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MLSS Program for the Elimination of Child Labor	Coordinate the enforcement of child labor laws. Employs 15 labor inspectors and 30 general inspectors who are trained to investigate a range of violations, including child labor violations.(3)
National Task Force Against Trafficking in Persons (NTFATIP) (led by the Ministry of Justice)	Facilitate information exchanges between government agencies and external stakeholders, as well as creating momentum for counter trafficking efforts. Oversee the implementation of the country's National Action Plan to Combat Human Trafficking.(30, 39) Includes representatives from the Ministries of National Security and Foreign Affairs, the Jamaica Constabulary Force (JCF) and the Department of the Public Prosecutor, as well as representatives from the Ministries of Health, Education, Labor and Youth and Culture.(2, 3) Meets regularly with the JCF, Director of Public Prosecutions (DPP), and other ministries.(18) Held a four-day training seminar in January 2014.(42)
Office of Children's Registry (OCR)	Receive complaints about child abuse, including criminal violations of child labor laws.(3, 38)

From April 2012 to March 2013, the NTFATIP supported many trafficking awareness activities, including distribution of 15,000 TIP wallet cards to officials, and conducting workshops, conferences, and radio broadcasts.(41)

Research did not uncover any information on other efforts during the reporting period, nor is there information available on OCR registry reports received during 2013.(3, 43)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Jamaica has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Compulsory Education Policy*	Ensures that all children between the ages of 3 and 18 have access to a learning institution or vocational training program. Includes the Career Advancement Program, which provides 16- to 18-year-olds with two additional years of schooling upon completion of the eleventh grade.(44)
National Action Plan to Combat Human Trafficking	Targets law enforcement officials to address the commercial sexual exploitation of children, conducts public awareness campaigns, and implements outreach programs.(41)
National Plan of Action on Child Labor	Aims to strengthen current legislative frameworks to address all forms of child labor, specifically focusing on children engaged in domestic service, prostitution, forced labor, and hazardous work within the agricultural and fishing industries. Identifies four primary objectives: to collect current and reliable data on child labor, to establish public awareness and sensitize the Jamaican people to the problem, to improve the Labor Ministry's personnel capacity to be able to identify child laborers, and to work with trade unions, as well as the Jamaican Employers' Federation, to raise awareness among employees.(2, 17, 45)

\*The impact of this policy on child labor does not appear to have been studied.

The Government established no new plans during the reporting period. The Government has drafted a National Policy on Child Labor in an effort to implement the National Plan of Action on Child Labor and address some of the current challenges, but it continues to be under review.(26, 30) Implementation of the current National Plan of Action of

# Jamaica

## MODERATE ADVANCEMENT

Child Labor has faced difficulties, including the lack of adequate resources, recent statistical data, and an institutional tracking system.(17, 37)

The Government has drafted a new Plan of Action to Combat Human Trafficking in Persons (2012–2015) in an effort to strengthen current priority areas and ensure that shelters are available to victims. The new Plan has not been adopted.(30, 46)

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(47)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Jamaica funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and the Caribbean countries and the Pacific group of states (ACP).(48) Government worked closely with NGOs RISE and Children First to provide direct support to children engaging and at risk of engaging in child labor activities.(49, 50) In 2013, Children First withdrew 130 children from child labor and benefitted 670 children through its prevention work.(51) TACKLE project introduced the Red Card to Combat Child Labor at the Jamaica vs. Panama World Cup qualifying match in 2013.(52) Created a handbook on "Child Labor for Professionals," which was published in 2013.(51, 53) Baseline survey data has already been used to synchronize current laws and policies, improve enforcement, and was utilized in the drafting of the National Child Labor Policy.(51)
Program for Advancement through Health and Education (PATH)‡	Government conditional cash transfer program to reduce child labor by requiring participants to attend school at least 85 percent of the academic days within a month.(54-56) Recent evaluations of the PATH program reveal that children at the primary and secondary level are not likely to reach that target.(56)
Hotline‡	Government-run hotline that receives reports of child abuse, including cases that involve the worst forms of child labor and trafficking.(1, 2). It is unknown how many reports were related to child labor.
Child Labor Measurement and Policy Development (MAP)†	USDOL-funded research project implemented by the ILO in 10 countries, including Jamaica, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(57) Received technical assistance in 2013 from the ILO's Global Research on Child Labor Measurement and Policy Development project to conduct a Child Labor Survey in 2014.(58)
Shelters for female trafficking victims‡	Government shelters to aid female trafficking victims.(2, 26, 29, 41)
Child Protection Database*‡	Government-run database that provides the public with data on the issues affecting the children of Jamaica.(30)
Child Labor Handbook for Professionals†	ILO-IPEC 42-page handbook provides professionals with a background on international standards on child labor, Jamaican child labor laws, and services to take action and address child labor situations.(53)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Jamaica.

Although Jamaica has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Jamaica (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact the new Occupational Safety and Health Act, including the list of hazardous occupations prohibited to children under age 18.	2009 – 2013
	Adopt legislation to prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2009 – 2013
Government Policies	Adopt the new Plan of Action to Combat Human Trafficking in Persons.	2010 – 2013
	Assess the adequacy of resources allocated for effective implementation of the objectives of the National Plan of Action on Child Labor and specifically explore ways to implement a system to track child laborers after they have been identified and/or removed from child labor	2010 – 2013
	Ensure that sufficient enforcement authorities, such as truancy officers, are hired to enforce the compulsory schooling policy.	2012 – 2013
Social Programs	Utilize the government established shelter for trafficked victims and provide sufficient resources so that it can continue to be operational.	2011 – 2013
	Conduct research to determine the activities carried out by children working, especially for children working in agriculture.	2013
	Expand programs that assist children in the worst forms of child labor and develop programs to aid children in domestic labor and street work.	2010 – 2013
	Disaggregate the number of complaints made to the hotline that relate to child labor.	2013

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*In 2013, Jordan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government created a National Steering Committee to coordinate efforts to implement the National Framework to Combat Child Labor and formed a technical committee to coordinate the country's strategy to address the increase in child labor due to the influx of Syrian refugees. In addition, the Government increased the number of labor inspectors from 120 to 190. However, children in Jordan continue to engage in child labor in agriculture and the worst forms of child labor in domestic service as a result of human trafficking. The Government lacks a mechanism to monitor child labor in informal work such as work done by children with family businesses and non-formal work in the agricultural sector.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Jordan are engaged in child labor in agriculture and in the worst forms of child labor in domestic service as a result of human trafficking.(1-3) Table 1 provides key indicators on children's work and education in Jordan.

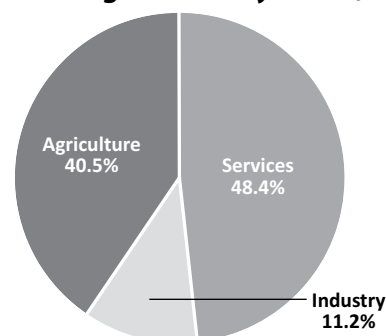
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	0.8 (11,255)
Attending School (%)	5-14 yrs.	94.9
Combining Work and School (%)	7-14 yrs.	0.7
Primary Completion Rate (%)		92.8

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(4)

Source for all other data: Understanding Children's Work Project's analysis, 2013.(5)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting, irrigating, harvesting,* weeding† (3, 6, 7)
	Mining* (1, 8-10)
	Painting (7)
	Construction, activities unknown* (7, 11, 12)
Industry	Manufacturing, activities unknown (11, 13, 14)
	Carpentry* (7, 15)
	Blacksmithing* (7)
	Rock quarrying* (15)
	Electrical repair* (1, 7-10)
	Auto mechanic repair* (3)
	Guiding tours (16-18)
Services	Street vending* (16-18)
	Street work, including vending* and scrap metal scavenging*† (7, 12, 16-22)
	Domestic work (1, 2, 7)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Food service* (7, 11, 13)
	Hotel services (7)
	Hairdressing (15)
	Retail (14)
Categorical Worst Forms of Child Labor‡	Begging as a result of human trafficking (1, 2, 9, 23, 24)
	Domestic service as a result of human trafficking (1, 2, 20, 23)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 23, 25-27)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children work in Jordan’s tourist areas, such as Petra.(16-18) Children often work alongside their family members, especially in agriculture for no pay.(6) Anecdotal evidence also suggests that some children may be trafficked for the purpose of forced begging.(1, 9, 20, 23, 24, 28)

The latest census, conducted in 2007, estimates that the number of working school-aged children in Jordan is approximately 33,000 out of a total labor force of 1.2 million. Other estimates suggest the real number exceeds 50,000.(29) However, the most recent statistics on child labor do not include Syrian refugee children, many of whom are engaged in the worst forms of child labor.(3, 7)

In places where the refugee population is steadily increasing, such as in the northern regions and in Amman, primary schools are not able to meet the increasing demand and lack sufficient space and teaching staff.(30) Although all Syrian children living in host communities are granted access to Jordanian public schools, up to one-third of Syrian refugee children do not attend school.(20, 31-35)

Some Syrian refugee children in Jordan serve as the sole breadwinners of their family and directly compete with Jordanian adults for work.(3, 36, 37) Additionally, some Syrian children work in agriculture and some girls work in domestic service.(37) UNICEF found that approximately half of all school-aged Syrian refugees in the Jordan Valley were working.(37) NGOs and government officials report that an increasing number of undocumented Syrian refugees, particularly women and children, are working illegally in the Jordanian economy, making them vulnerable to trafficking. Reports also suggest that Syrian refugee children peddle goods inside and outside the Za’atari refugee camp; there are also increasing numbers of Syrian refugee children begging in Jordanian cities.(3)

There is evidence of child marriages and commercial sexual exploitation of Syrian refugee girls residing in the Za’atari refugee camp and in Jordan’s urban areas.(2, 24) Relief agencies estimate that some 500 Syrian girls under age 18 have been legally married in recent years.(25, 38) Limited evidence suggests that sometimes these girls are abandoned, making them vulnerable to commercial sexual exploitation. In other cases, girls may be sold into “temporary marriages,” primarily for the purpose of sexual exploitation.(25-27, 39)




There are reports that as many as 15 percent of all sexual abuse cases involving children under age 18 are connected with the sexual exploitation of boys who work or girls forced into commercial sexual exploitation.(29)

Jordanian NGOs and third-country embassies of sending-country workers (e.g., Indonesia) identified underage female third-country domestic workers who had fled from abusive employers to their embassy’s shelter. These girls had traveled on forged passports to work as domestic workers.(1-3) Additionally, there have been reports of Jordanian girls being forced to drop out of school to perform domestic service in their own homes under conditions of forced labor.(2, 8, 20, 40, 41)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Jordan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Code (10, 42)
Minimum Age for Hazardous Work	Yes	18	Ministerial Order of 2011 (43)
List of Hazardous Occupations Prohibited for Children	Yes		Order on dangerous, tiring or health endangering tasks for young persons of 1997, amended in 2004, 2011 (43, 44)
Prohibition of Forced Labor	Yes		Article 13 of the Constitution of Jordan (45)
Prohibition of Child Trafficking	Yes		Human Trafficking Law (40, 46, 47)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 310 of the Penal Code; Human Trafficking Law (48-50)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Narcotic Drugs and Psychotropic Substances Act No. 11 of 1988 (50, 51)
Minimum Age for Compulsory Military Recruitment	18		Article 5 of the Military Service Law (3, 52)
Minimum Age for Voluntary Military Service	Yes	16	Article 5 of the Military Service Law (3)
Compulsory Education Age	Yes	16	Article 20 of the Constitution of Jordan (45, 53)
Free Public Education	Yes		Article 20 of the Constitution of Jordan (45, 53)

Children in the informal sector do not benefit from the minimum age requirements that protect children working in the formal sector.(22) The Government lacks a mechanism to monitor child labor in informal work such as work done by children with family businesses and non-formal work in the agricultural sector.(54)

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's (MOL) Child Labor Unit (CLU)	Coordinate the Government's child labor programs. Incorporate child labor concerns into policy initiatives; propose and draft new legislation on child labor; monitor its scope and prevalence; direct child labor inspections; and ensure the enforcement of child labor laws.(1, 18, 55, 56)
MOL's Directorate of Labor Affairs and Inspection	Carry out labor inspections, including child labor violations.(1, 57) Identify cases of child labor through work site visits and refer to relevant officials for service. Register cases into a National Child Labor Database, which allows ministries to monitor and track children as they are identified and referred to services.(58)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Minister of Justice's (MOJ) Public Security Directorate's (PSD) Criminal Investigation Unit (CID)	Investigate and prosecute trafficking crimes and violations of Jordan's Penal Code, including allegations of child prostitution.(2, 3, 59)
MOJ's National Screening Team	Identify victims of human trafficking.(40)
MOL's The Family Protection Department	Enforce laws regarding domestic violence, abuse, and exploitation of children committed by family members.(3)
The National Committee for the Prevention of Human Trafficking, Chaired by the Minister of Justice. Headed by the PSD CID	Coordinate the implementation of the National Strategy and Action Plan to Combat Human Trafficking.(3, 59, 60)

Law enforcement agencies in Jordan took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

During the reporting period, the Jordanian Parliament added 70 labor inspectors to the existing 120. The Ministry of Labor (MOL) reportedly issued nearly twice as many warnings and more than four times as many violations for child labor infractions as it did in the previous year.(3) The Child Labor Unit reported identifying 753 child laborers at 600 institutions and issuing 265 warnings and 200 violations.(7) In particular, the Inspectorate increased its focus on enforcing adherence to the minimum age for work.(61, 62)

The ILO administered a training-of-trainers workshop for labor inspectors from the MOL and the Aqaba Special Economic Zone Authority. Participants learned how to undertake labor inspections in accordance with international standards, including those on child labor.(63)

The ILO and Save the Children collaborated with Government officials to develop standard operating procedures for the referral of Syrian refugees to various services.(30)

Employers who violate laws governing child labor can be fined between \$425–\$566 (300–500 Jordanian Dinars). Observers note that monetary penalties are insufficient to deter future infractions, especially given the limited ability of the labor inspectorate to regularly inspect all workplaces and to follow up on cases with known violators.(3)

### *Criminal Law Enforcement*

In 2013, the MOL and the Public Security Directorate (PSD) established a joint unit of labor inspectors and Criminal Investigation Division police officers to investigate criminal violations against workers, including children. However, the Government did not provide data on investigations or prosecutions of the worst forms child labor during the reporting period.(3)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including in its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Committee on Child Labor, led by the MOL	Form new policy and oversee the implementation of current child labor policy, including the National Framework to Combat Child Labor. Coordinate inter-agency responses to child labor for enforcement and referral services.(1, 64) Coordinate responses to cases of child labor among Syrian refugees.(3, 10, 65)
The National Center for Family Affairs	Coordinate policy issues involving abused or exploited children.(3)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Technical Committee on Syrian Refugees under the MOL CLU	Coordinate the country's strategy to address the issue of many Syrian refugee children being vulnerable to work. Established during the reporting period.(3, 56, 66)
The National Framework to Combat Child Labor Referral Mechanism	Coordinate referrals between stakeholder agencies which identify child laborers, withdraw them from work, provide them with education and services, and monitor their progress.(61, 67, 68)

NGOs and other agencies noted the lack of social services and referral capacity by the Ministry of Social Development and by other government agencies to address adequately the extent of child labor in Jordan.(3)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Jordan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Framework to Combat Child Labor (NFCL)†	Outlines the roles and responsibilities of the key government agencies (MOL, Ministry of Education (MOE), Ministry of Social Development (MOSD), NGOs, and other stakeholders) involved in responding to cases of child labor at the national, governorate, and community levels.(61, 67, 68) Steering committee met three to four times a month during 2013.(69) Is supported by ILO-IPEC who piloted the Framework in Amman, Aqaba, Deir Alla, Irbid, Mafrqa, and Rusayfa.(3)
Syrian Regional Response Plan*	Facilitates the country's response to the needs of incoming Syrian refugees, a combined effort by the Government and UN.(32) Led by Jordan's MOL, MOE, and MOSD.(56, 66)
The National Agenda*	Provides a comprehensive reform framework for political, economic, and social policies, including the restructuring of Jordan's social safety net system.(70)
The National Aid Fund*	Provides social protection services to poor families through cash aid, the creation of jobs, and vocational training; also conducts research. Directed by the Ministry of Social Development.(71)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Jordan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Non-formal education center in the Umm Sayhoun community	Joint MOE and UNESCO program that operates a non-formal education center and provides services to children at risk of child labor in the local tourism industry in the Umm Sayhoun community and in Petra.(16, 56, 72)
Moving Towards a Child-Labor Free Jordan	\$2 million USDOL-funded, 4-year project implemented by ILO-IPEC to facilitate the Government of Jordan's implementation of the National Framework to Combat Child Labor.(66) Is developing online case management database for key government and nongovernment stakeholders to document cases of child labor and refer victims to services.(7, 68) In 2013, the project, in collaboration with the Jordan Tourism Development Project and UNICEF, finalized a plan of action to eliminate child labor in Petra's tourism industry.(58, 73)
Promising Futures: Reducing Child Labor in Jordan through education and Sustainable Livelihoods	\$4 million USDOL-funded, 4-year project implemented by Save the Children to reduce the number of children subjected to child labor in construction, manufacturing, informal services and storage industries, as well as domestic service.(30) Serves beneficiaries in poverty-stricken areas with high numbers of child refugees, including East Amman, Mafrqa, and Zarqa.(3, 74)
Jordan Social Protection Enhancement Project*	World Bank-funded, 5-year government program that provides financial and technical assistance to the National Action Fund to assist vulnerable populations.(75)
Counter-Trafficking: Awareness and Capacity Building*	USDOS-funded 3-year program (2010–2013) implemented by the IOM that builds the capacity of the MOJ, MOL and the Public Security Directorate to raise awareness and provide direct assistance to victims of human trafficking.(76)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Child Begging Assistance campaign†	Ministry of Social Development program that implements an identification and services referral system for child beggars. Links children with shelter and education services. Returns children to their parents who must pledge in writing that their children will not return to the street.(62)
Child Labor Hotline†‡	MOL program that operates a toll-free phone number to receives complaints and tips about the involvement of underage children in labor.(35)
Non-Formal Educational Alternatives‡*	MOE program that provides educational alternatives to students who have dropped out of school and a follow-up mechanism for those who want to return to schools. Requires parents to provide a written commitment to maintain their children in school.(30, 62)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Jordan.

Although Jordan has programs that target child labor, the scope of these programs does not address the extent of the problem including in begging, commercial sexual exploitation, and street work. In addition, while the Government of Jordan has implemented education programs for Syrians, research did not uncover evidence of programs specifically responding to incidences of the forced marriage and commercial sexual exploitation of Syrian girls.-

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Jordan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sector.	2013
Enforcement	Increase monetary penalties for businesses that violate child labor laws to deter repeat infractions.	2013
	Create a labor inspection strategy that targets child labor in the informal sector, including work in agriculture and family businesses.	2013
Government Policies	Universally enforce a child's right to a free education.	2013
Social Programs	Assess the impact that existing education and social protection programs may have on addressing child labor.	2010 – 2013
	Institute programs to address the worst form of child labor in domestic service as a result of human trafficking.	2013
	Institute programs to address the worst forms of child labor in begging, commercial sexual exploitation, and street work.	2013
	Conduct research and develop interventions on forced marriage and commercial sexual exploitation of Syrian girls.	2012 – 2013
	Conduct a National Child Labor Survey that includes data on the Syrian refugee population and on children's activities in manufacturing and construction.	2013

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*In 2013, Kazakhstan made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the President signed into law several amendments and additions to existing laws. These bring current legislation into line with international standards, improve law enforcement's ability to respond to cases of trafficking in persons, and improve prosecution of human trafficking crimes. The Government also established a system for filing and responding to complaints about child labor through the police, education officials, labor inspectors, or one of the several government-operated hotlines. The Government also continued to fund anti-trafficking education campaigns that target potential child victims and public awareness activities, including a campaign on hazardous child labor in the Almaty and South Kazakhstan regions. However, children in Kazakhstan continue to engage in the worst forms of child labor in cotton farming. Funding is not adequate to carry out thorough labor inspections, and no data are available on the number of child labor investigations conducted during the reporting period.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kazakhstan are engaged in the worst forms of child labor in cotton farming.(1-5) There is limited evidence that children from the neighboring countries of Uzbekistan and the Kyrgyz Republic migrate with their families to work in Kazakhstan's cotton fields.(3, 6, 7) Table 1 provides key indicators on children's work and education in Kazakhstan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.2 (79,690)
Attending School (%)	5-14 yrs.	90.7
Combining Work and School (%)	7-14 yrs.	3.6
Primary Completion Rate (%)		102.3

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cotton farming† (1-5)
	Production of vegetables* (1-3)
Industry	Construction, activities unknown* (3, 10)
	Street work, work in markets, transporting goods in handcarts and unloading goods (3, 7, 11)
Services	Domestic work* (12, 13)
	Work in gas stations, activities unknown* (7)
	Car washing* (3, 7)
Categorical Worst Forms of Child Labor‡	Forced begging* (3, 6, 14)
	Commercial sexual exploitation sometimes as a result of human trafficking* (3, 6, 10, 14)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Kazakhstan




## MINIMAL ADVANCEMENT

There is no current, comprehensive research on child labor in Kazakhstan. The last national child labor survey was conducted in 2006 and a baseline study prioritizing child labor in agriculture in the Almaty and South Kazakhstan areas was completed in 2012.(15, 16)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Kazakhstan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 30 of the Labor Code (17)
Minimum Age for Hazardous Work	Yes	18	Article 179 of the Labor Code (17)
List of Hazardous Occupations Prohibited for Children	Yes		List of Hazardous Works and Occupations Prohibited to Persons Under 18 (18-20)
Prohibition of Forced Labor	Yes		Article 8 of the Labor Code (17)
Prohibition of Child Trafficking	Yes		Article 133 of the Criminal Code (21)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 122 and 124 of the Criminal Code (21)
Prohibition of Using Children in Illicit Activities	Yes		Article 132 of the Criminal Code (21)
Minimum Age for Compulsory Military Recruitment	Yes	18	Military Obligation and Military Service Act of 8 July 2005 (22)
Minimum Age for Voluntary Military Service	Yes	19	Kazakhstan Declaration on Ratifying the Optional Protocol in 2003 (22, 23)
Compulsory Education Age	Yes	17	Constitution (24, 25)
Free Public Education	Yes		Article 30 of the Constitution (24)

During the reporting period, the President signed into law several amendments and additions to existing laws which altered provisions of the criminal, administrative, and labor codes. These amendments bring current legislation into line with international standards, improve law enforcement's ability to respond to cases of trafficking in persons, and improve prosecution of human trafficking crimes.(3, 13) They clarify the definition of the term "exploitation of a person" to be consistent with the Palermo Protocol, enhance penalties for using minors' labor in a way that results in "substantial prejudice to their rights and legal interests," and expand overall protections for minors.(3, 13) The Labor Code was also updated to prevent persons convicted of crimes related to minors, including trafficking in persons, from securing employment in education, child care, recreation and/or health-related activities, sports, medical care, social services, or the arts.(3) Previously, the statute only applied to persons convicted of murder or purposeful personal injury.(3)



In 2013, the Government also issued Decree No. 411, eliminating the Departments for the Protection of Children's Rights in each of the 16 regions in Kazakhstan and transferring their duties to the regional Departments of Education.<sup>(3)</sup> Government officials report that the reorganization will allow closer coordination with education officials and eliminate a perceived duplication of functions.<sup>(3)</sup>

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Protection (MLSP)	Enforce child labor laws and administrative offences punishable by fines. <sup>(14, 26)</sup> Manage child labor cases in the course of broader investigations. <sup>(3)</sup>
Ministry of Internal Affairs	Enforce child labor laws in criminal offenses and train criminal and migration police in investigating the worst forms of child labor, including commercial sexual exploitation. <sup>(3, 14, 26)</sup>
Center for the Adaptation of Minors	Refer child victims of child forced labor and human trafficking, commercial sexual exploitation, and/or involvement in illicit activities to the appropriate government services or NGOs for further assistance. <sup>(3)</sup>
Anti-Trafficking Unit in the Criminal Police Committee's Organized Crime Department	Investigate allegations of human trafficking, including trafficking of children. <sup>(27)</sup>

Labor law enforcement agencies in Kazakhstan took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

#### *Labor Law Enforcement*

The Ministry of Labor and Social Protection (MLSP) has approximately 320 labor inspectors. However, the majority of these are assigned to local level governments so there is a lack of coordination on the national level.<sup>(3)</sup> The MLSP reported that, while it did not conduct specific training on child labor for its inspectors, their periodic recertification requires competence on all facets of labor inspection, and that preparation for recertification includes some materials on combating child labor.<sup>(3)</sup> No statistics are available on official inspections or violations of child labor cases.<sup>(3)</sup>

In 2013, the Government established a system for filing and responding to complaints about child labor.<sup>(3)</sup> Instances of illegal child labor may be reported to the police, an education official, a labor inspector, or one of the several government-operated hotlines.<sup>(3, 5)</sup> An official from the Oblast-level Department of Education (local level) will respond and determine whether law enforcement should investigate the claim.<sup>(3)</sup> In cases where the alleged child labor occurs in an agricultural setting, local officials will meet with parents and school administrators to reinforce the message that, during the school year, children should be in school and not in the fields.<sup>(3)</sup>

During the reporting period, local news reported that the Prosecutor's office discovered that principals at 11 schools allowed over 700 students to skip school to harvest cotton in the South Kazakhstan Oblast. Principals and teachers at the schools were fined and subject to disciplinary actions.<sup>(3, 28, 29)</sup>

Despite ILO-compliant legislation and a commitment from the Kazakhstani Government to address child labor, efforts are undercut by a failure to adequately monitor workplaces such as cotton fields for incidences of child labor because funding is not adequate to carry out thorough inspections.<sup>(3, 14)</sup>

#### *Criminal Law Enforcement*

In 2013, the Government did not publicly release statistics on criminal violations related to child labor or provide data on official criminal inspections.<sup>(3)</sup>

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Coordination Council on Child Labor (NCCCL)	Coordinate efforts to address the worst forms of child labor, and prepare proposals and recommendations on implementing state policy to eliminate child labor. Chaired by Vice Minister of Labor, includes representatives from the Ministry of Internal Affairs, Ministry of Education, Prosecutor General's Office, Human Rights Ombudsman, and NGOs and meets semi-annually.(3, 12, 18, 30)
Committee for the Protection of Child Rights	Work to protect children against exploitation. Operates under the Ministry of Education.(3)
National Child Protection Department	Refer child labor cases to law enforcement and ensure that children receive rehabilitative services when needed.(30)
Regional Child Protection Departments	Work with law enforcement to help prevent and eliminate the worst forms of child labor under the Ministry of Education.(30)
Interagency Trafficking in Persons Working Group	Coordinate efforts to combat human trafficking.(27) Chaired by the Ministry of Justice and includes other relevant ministries and meets quarterly to report on each agency's anti-trafficking efforts.(6, 31)

During the reporting period, the National Coordination Council on Child Labor (NCCCL) continued its work to implement the 2012–2014 Joint Action Plan for the Elimination of the Worst Forms of Child Labor, conducted the “12 Days Against Child Labor” informational campaign to bring national awareness to child labor issues, and discussed the findings and work of the ILO child labor monitoring and reduction pilot project in South Kazakhstan Oblast.(3, 26)

In 2013, the Ministry of Labor and Social Protection, the ILO, and the Union of Producers and Exporters of Kazakhstan met for the 12<sup>th</sup> session of the NCCCL.(13, 32) Following the meeting, participants adopted a resolution to raise awareness of labor and migration laws for employers as well as disseminate promising practices of projects to prevent child labor in agriculture.(13, 32)

NGOs report that, while the NCCCL is largely effective, it is not adequately monitoring the results of implementation of the Joint Action Plan.(30) The NCCCL also lacks data on child labor migration in the regions.(30) Additionally, NGOs have complained of a lack of targeted financing of programs to prevent the worst forms of child labor on the local and national levels, especially in South Kazakhstan and Almaty Provinces, the most problematic areas of the country.(30)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kazakhstan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Joint Action Plan for the Elimination of the Worst Forms of Child Labor and Implementation of ILO International Convention 182 in the Republic of Kazakhstan for 2012–2014	Maps out legislation and policies in Kazakhstan and both state and national programs on child labor and youth employment to facilitate future collaboration between the Government and its partners on these issues.(16)
National Action Plan to Combat Human Trafficking (2012–2014)*	Prioritizes the development of standards for shelter assistance for trafficking victims and the provision of services to vulnerable population groups, including children.(33, 34) Also includes the development of recommendations to improve regulation of the domestic labor market and the accession of Kazakhstan to the ILO Convention on Domestic Workers, the ILO Convention on Migration for Employment, and the ILO Convention on Migrant Workers.(34)

\*The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Kazakhstan participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Combating Child Labor in Central Asia – Commitment Becomes Action (PROACT CAR Phase III)	\$1.4 million Government of Germany-funded, 5-year project that works to mainstream child labor issues into national policies and legislation, build the capacity of stakeholders, and provide direct services to children withdrawn from the worst forms of child labor.(13) Designed a pilot child labor monitoring system in the region using 2012 survey findings, which targets child laborers in cotton.(16, 35, 36) Increases the participation of Kazakhstan's Confederation of Employers in the elimination of child labor through two Action Plans for employers to address child labor in the vegetable and tobacco sectors in the Almaty region, and two Action Plans on Mainstreaming Child Labor into the Education Sector in Almaty and South Kazakhstan regions.(16) Continued its partnership with Philip Morris Kazakhstan (PMK) and worked to eliminate child and forced labor in tobacco production by providing assistance to migrant children in the Almaty region.(16, 37) In 2013, provided direct services to approximately 90 children of migrant workers in the tobacco industry.(3) Implemented "No child labor in domestic work in Kazakhstan" by the NGO "Union of Women of Intellectual Work" in partnership with the ILO-IPEC. Included a 3-month mini-program designed to prevent and eliminate child labor through public awareness raising, the collection of Action Plans, site visits by the NCCCL, and a 1-day Round Table in the South Kazakhstan region on the topic of "Children in domestic work as WFCL in South Kazakhstan."(12, 13)
National Awareness Raising Campaign†‡	Ministry of Education and Committee for Child Protection-led activities including press-conferences, round table discussions, seminars, trainings, debates, flash-mobs, telephone and personal counseling, and mass media programs. During the campaign, identified 76 children as involved in the worst forms of child labor and made 14 employers administratively liable as violators of the Labor Code.(12, 13)
100 Schools, 100 Hospitals Program‡*	Ministry of Labor and Social Protection and Ministry of Education program that increases children's access to schools through school construction and rehabilitation programs.(38) Continued to operate 18 Centers for Adaptation of Minors under the Ministry of Education, which houses street children, migrant children, and children in difficult situations after being picked up by the police for truancy, curfew violations, lack of documentation, and other minor infractions.(30, 33, 39)
Assistance Hotlines‡*	Ministry of Internal Affairs and Ministry of Education and Science hotlines for child-related issues, including child labor and child trafficking. Refers all child labor and trafficking cases to the police and/or NGOs, who then refer victims to shelters or crisis centers.(27, 40, 41)
Assistance to trafficking victims‡*	Government-funded assistance that provides medical and legal assistance, pretrial safe houses, security services, housing, food, clothing, and transportation to trafficking victims. Authorities can help a victim or witness change residence, find another job, or change his or her physical appearance.(30)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Kazakhstan.

In 2013, the ILO-IPEC project ran a pilot project called the "Action Program Establishing and Piloting a Child Labor Monitoring System in Maktaaral district, South-Kazakhstan Region."(3, 7) The South Kazakhstan Oblast-based NGO *Sana Sezim* administered the program which sought to build capacity of national and local authorities, provide direct services for children involved in, or at risk of entering into, hazardous child labor in agriculture, as well as raise awareness of community members, the general public and the media.(13) In the South Kazakhstan Oblast it was reported that 3,287 children received free meals at schools in an effort to reduce the economic incentive for parents to send their children to gather cotton to contribute to the family economy.(3)

During the reporting period, ILO-IPEC trained trainers from the Federation of Trade Unions and the Trade Union of Education and Science of Kazakhstan and conducted a 2-day training for 25 representatives of the Education Trade Unions of South Kazakhstan region.(12) The training covered issues on child labor, mainstreaming child labor into education sector plans, and the Child Labor Monitoring System (CLMS).(12)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kazakhstan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect and make available to the public information on all official inspections, child labor violations found during investigations, and child labor cases prosecuted for both labor law and criminal law offences.	2009 – 2013
	Create a labor inspection strategy that targets child labor in cotton fields and other places where children are commonly employed.	2013
	Supply adequate funding for child labor inspections.	2010 – 2013
Coordination	Improve the NCCCL's monitoring of the implementation of the Joint Action Plan for the Elimination of the Worst Forms of Child Labor and Implementation of ILO International Convention 182 for 2012 to 2014.	2012 – 2013
	Increase the NCCCL's access to data on child labor migration in the regions and improve the NCCCL's targeted financing of programs to prevent the worst forms of child labor on the local and national levels.	2012 – 2013
Government Policies	Assess the impact that existing government policies have on child labor.	2013
Social Programs	Conduct research to gather comprehensive data on child labor, including the activities carried out by children working in construction and in gas stations to inform policies and programs.	2013
	Assess the impact that existing programs have on child labor.	2010 – 2013

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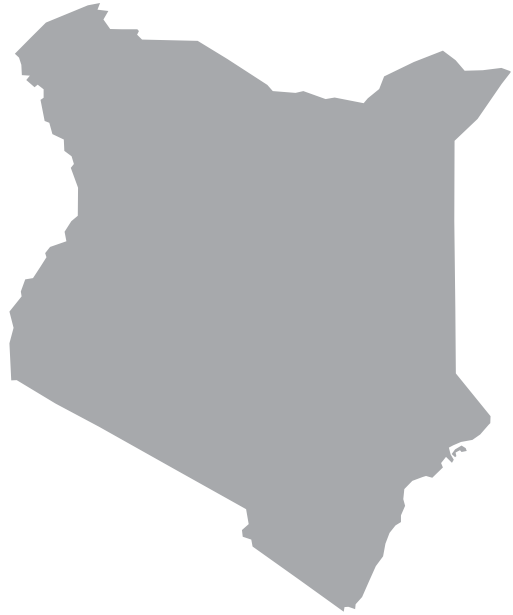
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# Kenya

## MODERATE ADVANCEMENT

*In 2013, Kenya made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved the National Plan of Action Against Sexual Exploitation of Children in Kenya and a new Decent Work Country Program, which includes targets for the elimination of child labor. The Government also continued to implement its National Safety Net Program for Results, which provides cash transfers to over 156,000 vulnerable households, and participates in several programs to combat the worst forms of child labor. However, children in Kenya continue to engage in child labor in agriculture and fishing. Moreover, gaps in legislation persist, including the lack of protection for children performing noncontractual work. Kenya also has not yet adopted its draft list of hazardous work prohibited to children or committed sufficient resources to enforcement efforts.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kenya are engaged in child labor in agriculture and fishing.(1-6) Table 1 provides key indicators on children's work and education in Kenya.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	32.5 (2,943,310)
Attending School (%)	5-14 yrs.	74.9
Combining Work and School (%)	7-14 yrs.	32.3
Primary Completion Rate (%)		90.7

Source for primary completion rate: Data from 2005, published by UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2000.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of tea, coffee, miraa, rice, sisal, sugarcane, tobacco, maize,* and cotton* (1, 5, 6, 9-14)
	Herding livestock* (5, 14)
	Fishing, including for tilapia* and sardines* (5, 15, 16)
	Production of flowers* (5, 6, 17)
Industry	Burning wood to produce charcoal* (5, 16, 18)
	Transporting goods and people by bicycle, motorcycle, and handcarts (5, 18)
	Construction,* including carrying heavy loads (5, 14)
	Quarrying, including for stones* and coral* (5, 6, 10, 18)
	Sand* harvesting (5, 16, 18, 19)
	Making bricks* (14, 18)
	Mining for gold,* gemstones,* and salt* (5, 6, 10, 14, 20-22)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic work (5, 6, 16, 19, 23)
	Street work, including vending (1, 6, 14)
	Scavenging for scrap materials (5, 6, 16, 24)
	Begging (5, 25)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (5, 6, 16, 26, 27)
	Use of children in illicit activities, such as drug trafficking (14, 22)
	Begging and work on tobacco farms, sometimes as a result of human trafficking (5, 6, 12, 26, 27)
	Recruitment of children by ethnically-based militias and al-Shabaab extremist group* (6)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Children in Kenya scavenge dumpsites and streets for scrap material, including metal and glass.(5, 16) These children earn about \$1–2 per day, while often risking injury and exposing themselves to infectious diseases such as tetanus by sorting through waste. Evidence suggests such children are also exposed to mercury.(5, 6) The commercial sexual exploitation of children is also a problem in Kenya, especially in Nairobi, Kisumu, Eldoret, Nyeri, and the coastal areas.(5, 6, 16, 26, 28) The majority of children engaged in commercial sexual exploitation are girls, but boys are also involved.(5, 6) Although there were no reports that the Government recruited child soldiers, there were reports that ethnically-based militias and the *al-Shabaab* extremist group recruited children.(6)

While education in Kenya is free, access to education is limited for a number of reasons.(29) Teacher shortages in Kenya hinder children's access to education and contribute to overcrowding in schools.(30) School administrators also limit access to education by denying pregnant girls admittance to schools.(30) Difficulties in accessing education are made worse by the prevalence of sexual abuse in schools.(6, 31) In addition, even though the law makes birth registration compulsory, many children in rural areas are not registered at birth. Unable to prove citizenship, nonregistered children have difficulty accessing services such as education.(6, 32)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Kenya has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 56 of the Employment Act; Article 4 of the Children Act (33, 34)
Minimum Age for Hazardous Work	Yes	18	Articles 2 and 53.1 of the Employment Act (33)
List of Hazardous Occupations Prohibited for Children	No		

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 30 of the Constitution; Article 4.1 of the Employment Act; Article 266 of the Penal Code (33, 35, 36)
Prohibition of Child Trafficking	Yes		Article 3 of the Counter Trafficking in Persons Act; Article 13 of the Sexual Offences Act; Article 13.1 of the Children Act; Articles 174 and 262 of the Penal Code (34, 36-38)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 8-9, 11-12, and 14-17 of the Sexual Offences Act; Articles 2 and 53.1 of the Employment Act; Article 15 of the Children Act (33, 34, 38)
Prohibition of Using Children in Illicit Activities	Yes		Articles 2 and 53.1 of the Employment Act; Article 16 of the Children Act (33, 34)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 10.2 of the Children Act (34)
Compulsory Education Age	Yes	14	The Basic Education Act (39-41)
Free Public Education	Yes		Article 7.2 of the Children Act; Articles 28-29 and 32 of the Basic Education Act; Article 53(b) of the Constitution (34, 35, 40)

\*No conscription or no standing military.

Child labor as defined by articles 52(a) and 52(c) of the Employment Act and article 10.5 of the Children Act only applies to contractual employment. As a result, children performing noncontractual work do not benefit from these protections.(33, 34) Article 58.1 of the Employment Act allows children ages 13 to 16 years to engage in industrial undertakings when participating in apprenticeships or indentured learnerships. Industrial undertakings are defined by Article 2 of the Employment Act to include work in mines, quarries, factories, construction, demolition, and transportation.(33) These types of work are on Kenya's draft hazardous work list for children.(42) However, the list has not been adopted yet.(5, 43)

In 2013, Kenya enacted the Basic Education Act, which stipulates penalties for parents who fail to send their children to school. The Act also makes it a criminal offense to employ a child of compulsory school age in any labor activity that prevents the child from attending school.(40) However, in Kenya, children are required to attend school only until the age of 14. This standard makes children ages 14-15 particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work.(39, 41) In addition, although the law provides for free education and the Basic Education Act prohibits schools from charging tuition fees, the cost of unofficial school fees, books, and uniforms keeps some children from attending school.(44-47)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Social Security and Services (MLSSS)	Enforce labor laws, including those related to child labor, through county labor officers in Kenya's 47 counties.(5, 48, 49) In the case of the MLSSS' Child Labor Division, implement activities to eliminate child labor and address child protection issues at the community level.(5)
MLSSS' Department of Children's Services	Coordinate services provided to children, ensure that child protection activities are being implemented countrywide, and maintain records on children and the services provided to them.(5)
National Police Service	Enforce laws related to the worst forms of child labor.(5)
Anti-Trafficking Police Unit	Enforce laws related to the commercial sexual exploitation of children, child trafficking, and the use of children in illicit activities.(5)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Tourism Police Unit	Enforce laws related to the commercial sexual exploitation of children among hotels and tour operators.(50)

Law enforcement agencies in Kenya took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor, Social Security, and Services (MLSSS) employed 95 labor inspectors and 500 child protection officers.(5) Labor inspectors do not have the ability to issue fines or penalties when they encounter a workplace violation.(51) However, the MLSSS withdrew over 8,300 children from the worst forms of child labor as a result of their labor inspection efforts.(5) Research found no information on the number of labor inspections, child labor law violations found, how many citations were issued, or whether appropriate penalties were applied.(5, 52) During the year, labor officers attended a 4-day training course on the enforcement of child labor laws.(5)

The Government allocated approximately \$116,000 to MLSSS' Child Labor Division during the reporting period.(5) However, the MLSSS' budget is inadequate to address Kenya's labor enforcement needs.(52)

### *Criminal Law Enforcement*

In 2013, police officers arrested seven Tanzanian nationals suspected of forcing disabled children and adults to beg in Mombasa.(53) Four individuals were also arrested for trafficking children under the Counter Trafficking in Persons Act.(27) In addition, the MLSSS identified 47 cases of child trafficking in Migori, Busia, Mombasa, and Kwale counties. Child victims were referred to social services and counseling, and some were reintegrated with their families.(27) Approximately 120 members of the National Police Service received training on trafficking in persons during the year.(27) Other criminal law enforcement personnel also received training on trafficking in persons from the IOM, U.S. Immigration and Customs Enforcement, and the International Law Enforcement Academy in Botswana.(27) Research did not find comprehensive statistics on the enforcement of criminal laws related to the worst forms of child labor.(5)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to reduce child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Council for Children's Services (NCCS)	Coordinate on a quarterly basis government efforts on child-related issues, including child labor.(5) Operate the National Children Database, which collects comprehensive data on children, including child labor.(5) Led by a presidential appointee and composed of 18 non-governmental organizations, private sector representatives, faith based organizations, and representatives from various ministries.(54)
National Steering Committee on Child Labor (NSC)	Oversee efforts to eliminate child labor.(5) Composed of government departments, private employers, workers organizations, and civil society organizations. Secretariat duties performed by the MLSSS' Child Labor Division.(5)
National Labor Board	Coordinate and ensure the implementation of the Employment Act, which prohibits the worst forms of child labor. Chaired by the Permanent Secretary of the MLSSS.(5)
Counter Trafficking in Persons Advisory Committee	Coordinate the implementation of policies related to human trafficking and provide prevention and protection measures to victims. Mandated by the Counter Trafficking in Persons Act.(37)
Local, Advisory, and District Child labor Committees	Coordinate activities to eliminate child labor at the local level.(5)

Although the NCCS is supposed to meet quarterly, it only met twice during the reporting period.(5) The Counter Trafficking in Persons Advisory Committee did not meet in 2013. However, the MLSSS asked other ministries to assign a representative to the Committee.(27)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kenya has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan for the Elimination of Child Labor (2004–2015)	Aims to eliminate the worst forms of child labor by 2015 by targeting vulnerable populations and addressing the root causes of child labor, such as poverty and lack of access to education. Prioritizes law enforcement, awareness raising, and universal basic education.(1)
National Plan of Action Against Sexual Exploitation of Children in Kenya (2013–2017)†	Aims to prevent, protect, and reintegrate child victims of commercial sexual exploitation. Places emphasis on identifying children engaged in commercial sexual exploitation, raising awareness of community leaders, parents, and tourism employees on commercial sexual exploitation, and implementing programs to assist victims.(55)
Decent Work Country Program (2013–2016)†	Seeks to eliminate the worst forms of child labor by establishing a referral system for victims and implementing child labor legislation and policies.(56)
UN Development Assistance Framework (2009–2013)	Promotes improved access to education for vulnerable children and seeks the protection of children from abuse, violence, and exploitation.(57)
Vision 2030: Second Medium Term Plan (2012–2017)	Identifies child labor as a major challenge facing Kenya and aims to finalize and implement the National Policy on Child Labor.(58)
County Integrated Development Plan (CIDP) (2013–2017)†	Serves as a guide for a county's development planning processes. Required by all 47 counties in Kenya.(59) In the case of Kiambu county, for example, addresses child labor in coffee and tea estates.(60)
The National Children Policy (2008)	Seeks to protect children from exploitative labor, trafficking, and commercial sexual exploitation through the enforcement of relevant laws.(61)
Kenya National Social Protection Policy (2011)*	Aims to reduce the vulnerability of Kenyans to social, economic, and environmental shocks. Seeks to provide children with access to education and health services.(62)
Framework for The National Child Protection System for Kenya (2011)	Describes the laws and policies that protect children from violence and exploitation and the roles and responsibilities of the Government to protect children from exploitative work.(63)
Policy for Alternative Provision of Basic Education and Training (2009)*	Provides guidelines for the development and implementation of alternative basic education and training for vulnerable groups.(64)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In 2013, the Government approved the National Plan of Action Against Sexual Exploitation of Children in Kenya. However, the plan did not include a corresponding budget.(55) The Government also drafted, but did not adopt, the National Policy on Child Labor, which seeks to eliminate child labor by 2015.(5) Research could not determine how the National Policy on Child Labor would complement the National Action Plan for the Elimination of Child Labor.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Kenya funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child Helpline 116	Government implemented emergency toll-free nationwide hotline to report child abuse, including child labor, and refer callers to organizations for social protection services.(5, 55, 65) In 2013, the Child Helpline received 25 calls regarding child trafficking and 276 calls regarding child labor.(27)
Child Protection Centers	Government implemented child protection centers that provide counseling and reintegration services for children in Malindi, Mombasa, Garrisa, and Eldoret. In 2013, four additional centers were built in Siaya, Kakamega, Nairobi, and Nakuruat.(26, 27)
Child Labor Free Zones	Government implemented child labor free zones, with support from the ILO and Cooperazione e Sviluppo (CESVI), an Italian NGO, which target fish farms and commercial fishing operations. In 2013, there were 70 child labor free zones in 50 villages and 20 beaches.(5)
Child Labor Free Supply Chain Certifications	Government program, with support from CESVI, that develops child labor free supply chain certifications. Kenya's largest vegetable processor was awarded a certificate in February 2014.(5, 66)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Timebound Program–Phase II	\$4.6 million USDOL-funded, 4-year project implemented by ILO-IPEC, which ended in 2013, that withdrew and prevented over 8,400 children from exploitative labor through the provision of direct educational services. Provided over 1,500 families with access to income generating activities and savings and credit groups.(67)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010.(68) Aims to improve the evidence base on child labor through data collection and research. It also aims to strengthen legal protections and social service delivery for child domestic workers in Kenya.(68)
Tackling Child Labor through Education project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and Caribbean countries and the Pacific group of states.(69) Aims to withdraw and prevent children from engaging in child labor, improve child labor related legislation, build the Government's capacity to implement child labor policies, and enhance the knowledge base on child labor in Kenya.(70)
National Safety Net Program for Results *†	Government implemented 5-year cash transfer and social safety net program, with support from the World Bank, that assists families of working children, orphans, and vulnerable children to meet their basic needs and pay for school related costs. Currently, the program benefits over 156,000 households across Kenya.(5, 71) The Government of Kenya has provided approximately \$411 million to the program.(5)
Trafficking in Persons Survey†‡	Government survey to determine the prevalence of human trafficking in Kenya. The survey began in February 2014.(27)
School Meals Program*	Government program that provides school meals to vulnerable children. Since its inception, has provided over 1.5 million children with school meals, which has resulted in improved school attendance.(72)
Wings to Fly Program*	Government program, in partnership with the Equity Group Foundation, that provides secondary school scholarships to children from needy backgrounds. Provided education support to 2,000 children in January 2014.(73)
Kitui County Child Rescue Center†‡	Government program that aims to withdraw and rehabilitate child laborers through the provision of counseling and life skills. In 2013, the Government funded the center at approximately \$34,500.(74)
Refugee Assistance Programs*	In 2013, the Government, with support from UNICEF, provided educational and nutritional services to 240,000 children.(75)
Regional Counter-Trafficking Project	Government project, with support from the IOM, that aims to combat human trafficking through prevention, protection, and support for victims.(76)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Kenya.

Although Kenya has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially the commercial sexual exploitation of children.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kenya (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.	2013
	Ensure that relevant child labor laws and regulations apply equally to children working in noncontractual employment and contractual employment.	2011 – 2013
	Amend the Employment Act to ensure that children participating in apprenticeships and indentured learnerships are prohibited from engaging in unsafe industrial undertakings.	2013
	Enact the list of hazardous occupations prohibited for children.	2011 – 2013
	Raise the compulsory education age to 16 to be equivalent to the minimum age for work.	2013
Enforcement	Ensure that law enforcement agencies are provided with sufficient resources to address Kenya's labor enforcement needs.	2009 – 2013
	Implement measures to make assessing penalties and fines for child labor violations easier.	2010 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Make comprehensive information publicly available about how many inspections and citations regarding child labor are carried out and applied, and how many criminal investigations regarding worst forms of child labor are carried out, and cases prosecuted.	2009 – 2013
Coordination	Encourage the NCCS to meet regularly.	2013
	Ensure that the Counter Trafficking in Persons Advisory Committee coordinates activities to combat human trafficking.	2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
	Include a budget in the National Plan of Action Against Sexual Exploitation of Children in Kenya.	2013
	Adopt the National Policy on Child Labor.	2009 – 2013
Social Programs	Improve access to education by training new teachers, ensuring that pregnant girls can remain in school, addressing sexual abuse in schools, and ensuring that children are registered at birth.	2010 – 2013
	Ensure that children can attend primary school by subsidizing or defraying the cost of school fees, books, and uniforms.	2013
	Assess the impact that existing social programs have on reducing the worst forms of child labor.	2011 – 2013
	Expand efforts to assist child laborers, including children engaged in commercial sexual exploitation.	2009 – 2013

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# Kiribati

## MODERATE ADVANCEMENT

*In 2013, Kiribati made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Children, Young People, and Family Welfare Act. The law includes provisions to enhance protections and access to services for children in need of care, including victims of sexual exploitation or exploitative labor. During the reporting period, the Director of Public Prosecutions led a human trafficking training for law enforcement officials. In addition, the Government collaborated with ILO-IPEC to conduct a child labor survey. It also continued initiatives to raise awareness about child protection issues, including commercial sexual exploitation. However, children in Kiribati continue to be found in the worst forms of child labor in commercial sexual exploitation. Kiribati still faces legislative, enforcement, and program gaps. The Government has not adopted a list of hazardous activities prohibited for children, and existing laws fail to fully protect children under 18 from all forms of commercial sexual exploitation. In addition, the Government did not make sufficient efforts to identify or provide services to children in commercial sexual exploitation.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kiribati are engaged in the worst forms of child labor in commercial sexual exploitation.(1-9) Table 1 provides key indicators on children's work and education in Kiribati. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		115.2

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2014.(10)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Street vending* (3, 4, 7, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1-9)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.







In Kiribati, children, including girls as young as 14, are engaged in commercial sexual exploitation both aboard foreign fishing vessels in Kiribati's waters and in establishments on land, including hotels and bars. Evidence suggests that crewmembers of foreign fishing vessels account for much of the demand for children in the commercial sex sector.(1-3, 5, 6, 8, 9) Girls typically received financial support, food, alcohol, or goods in exchange for sexual services.(5, 8)

The Government worked with ILO-IPEC to conduct a child labor survey, the results of which had not yet been released during the reporting period.(3, 9, 12)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Kiribati has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Employment Ordinance (13)
Minimum Age for Hazardous Work	Yes	18	Employment (Amendment) Act (14)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution, Penal Code, Employment Ordinance (8, 13, 15)
Prohibition of Child Trafficking	Yes		Measures to Combat Terrorism and Transnational Organized Crime Act (16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (15)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (15)
Minimum Age for Compulsory Military Recruitment	N/A*		Kiribati has no regular military force.(4, 17, 18)
Minimum Age for Voluntary Military Service	N/A*		Kiribati has no regular military force.(4, 17, 18)
Compulsory Education Age	Yes	15	Education Ordinance (3, 19)
Free Public Education	Yes		Education Ordinance (19)

\*No conscription or no standing military.

In 2013, Kiribati enacted the Children, Young People, and Family Welfare Act.(4, 20) The law includes provisions to enhance protection for and access to services for children in need of care, including those under age 18 who have been harmed or are at risk of harm by means of prostitution, pornography, or hazardous labor. The law also calls for enhanced coordination of care for these populations.(20) The Government has also drafted the Juvenile Bill, which addresses various forms of child exploitation, including child commercial exploitation and child labor. However, the bill was not passed during the reporting period.(3, 21)

The Government has not developed a list of hazardous work activities prohibited for children but is commencing the process of drafting one.(3, 9, 22)

Article 136 of the Penal Code prohibits the procurement of any girl under age 18 for prostitution. Articles 141 and 142 prohibit the use of children under 15 for immoral and unlawful activities, including prostitution, and Article 166 outlaws obscene publications.(15) A 2010 amendment to the foreign fishing license regulations holds ship captains accountable for unauthorized persons discovered on their vessels. The regulation has been used to protect women and girls from commercial sexual exploitation aboard foreign vessels.(23) Despite these provisions, the law does not



# Kiribati

## MODERATE ADVANCEMENT

fully protect children from commercial sexual exploitation. Article 136 of the Penal Code does not protect boys from being procured for prostitution. Articles 141 and 142 do not prohibit the use of children ages 15 to 17 for commercial sexual exploitation, and the law lacks explicit prohibitions on child pornography and sex tourism.(3, 8, 9, 15) Article 142 of the Penal Code fails to protect children ages 15 to 17 from use in illegal activities.(15) The Government has developed a draft Employment and Industrial Relations Act, which, if passed, is expected to address these gaps.(9)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Human Resources Development (MOL)	Enforce labor laws, including those related to child labor.(1, 3, 4, 9) Does not have dedicated labor inspectors. Seven labor officers, six of whom are based in capital city of Tarawa, tasked with conducting inspections in addition to other duties.(4)
Kiribati Police Force (KPF)	Enforce criminal laws related to the worst forms of child labor. Includes a specialized Domestic Violence and Sexual Offenses Unit, which is involved in cases of human trafficking and sexual exploitation of children.(3, 4) Often partners with Ministry of Women, Youth, and Social Affairs (MWYSA) in cases requiring protective services for minors.(4)
Kiribati Director of Public Prosecutions (DPP)	Responsible for criminal prosecutions, including those related to the worst forms of child labor.(24)

Law enforcement agencies in Kiribati took actions to combat child labor, including its worst forms, during the reporting period.

#### *Labor Law Enforcement*

The Ministry of Labor (MOL) has suggested that the number of officers is insufficient to conduct inspections outside of Tarawa but budget constraints prevent additional hiring.(1, 3, 4) During the reporting period, MOL conducted labor inspections in August, and the Ministry reports that no child labor violations were discovered.(4) Information on the number of inspections conducted is not available. The Government does not have a mechanism to record child labor violations discovered or reported, penalties and fines imposed for child labor violations, or the number of children assisted as a result of inspections.(3, 4, 25)

#### *Criminal Law Enforcement*

During the reporting period, the Kiribati Director of Public Prosecutions (DPP) participated in training on trafficking in persons in Fiji. The training was organized by the U.S. Embassy in Suva and U.S. Immigration and Customs Enforcement. Subsequently, the DPP conducted training in Tarawa for Kiribati's law enforcement officials.(4)

In 2013, the Government continued to monitor Kiribati's shoreline and enforce the foreign fishing license regulations that hold ship captains accountable for unauthorized persons discovered on their vessels, including girls engaged in commercial sexual exploitation.(5, 9)

Despite its enforcement efforts, the Government does not keep information on the number of investigations, violations, and prosecutions related to the worst forms of child labor.(4)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has an active mechanism to coordinate its efforts to address child labor, including its worst forms. The Kiribati National Advisory Committee on Children (KNACC) was a multiagency body, tasked with implementing the CRC, including with regard to the worst forms of child labor.(2, 3, 26) However, the KNACC is no longer active.(4) The newly formed Ministry of Women, Children, and Social Affairs (MWCSA) has drafted terms of reference for a reconstituted KNAAC, including an extensive role for MWCSA. Once approved internally, the terms of reference will be sent to cabinet for approval later this year.(24)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kiribati has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
Children, Young People, and Families Welfare System Policy	Focuses on strengthening the welfare system, in part by implementing services to prevent the abuse, violence, neglect, and exploitation of children and young people, including in the forms of sexual abuse and hazardous labor.(25, 27)
Signatory to Beijing Declaration on South-South Cooperation for Child Rights in the Asia Pacific Region	Commits signatories to advancing efforts to protect children's rights, including with regard to child labor, child trafficking, and child pornography.(28)
Child Protection Program*	Aims to reduce all forms of child exploitation in the Pacific Islands through enhanced legal protections and access to justice, well-informed and coordinated social protection services, and safe and healthy home and community environments.(26, 29)

\* The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Kiribati participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
Hotline‡	MWYSA-supported 24-hour hotline for children to report violations, request information, or obtain access to services.(4)
Awareness Raising Programs	MWYSA weekly radio program and workshops with community and educational leaders to address child protection issues, including commercial sexual exploitation of children.(5, 21) Government-UNICEF collaborative programs to increase children's awareness about human rights issues in Kiribati.(3, 4, 25)
Educational Improvement Program*	Government program to provide greater protection and educational opportunities to children through policy and legislative review, workforce development, improvement of school curriculum, and infrastructure development in the education sector.(1, 30)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Kiribati.

Although Kiribati has programs that target commercial sexual exploitation of children, the scope of these programs is insufficient to fully address the scope of the problem. Specifically, the Government does not have programs to identify and offer targeted services to victims.(5)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kiribati (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	2013
	Finalize and pass the Juvenile Bill.	2011 – 2013
	Finalize and adopt the list of hazardous work activities.	2011 – 2013
	Amend legislation to explicitly protect all children under 18 from all forms of commercial sexual exploitation, including child pornography and sex tourism.	2010 – 2013
	Amend Penal Code to protect all children under 18 from use in illicit activities.	2013
Coordination	Approve the new terms of reference for the KNACC and ensure the body meets regularly.	2013
Enforcement	Allocate sufficient resources to investigate and combat the worst forms of child labor.	2010 – 2013

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect and make publicly available the following data: <ul style="list-style-type: none"> <li>■ labor inspections and resulting violations, penalties, fines, and children served</li> <li>■ criminal investigations, violations, and prosecutions related to the worst forms of child labor</li> </ul>	2012 – 2013
Social Programs	Assess the impact the Education Improvement Program may have on child labor.	2012 – 2013
	Implement programs to sufficiently identify and serve victims of commercial sexual exploitation of children.	2009 – 2013

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*In 2013, Kosovo made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted an updated list of hazardous activities prohibited to children and a revised Criminal Code that imposes harsher penalties for the trafficking and commercial sexual exploitation of children. It also published its first review of the implementation of the 2010–2016 National Strategy and Action Plan for the Prevention and Elimination of Child Labor in Kosovo (SAP) and mandated that all national and local government agencies take steps to address the worst forms of child labor. However, children in Kosovo continue to engage in child labor in street work and in the worst forms of child labor in forced begging and commercial sexual exploitation, sometimes as a result of human trafficking. Children from minority communities continue to face barriers to accessing education; the inspectorate faces gaps in terms of resources, capacity, and the collection of data on enforcement efforts; and programs to directly or indirectly combat the worst forms of child labor are underfunded.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kosovo continue to engage in child labor in street work and in the worst forms of child labor in forced begging and commercial sexual exploitation, sometimes as a result of human trafficking. (1-6) Data on key indicators on children's work and education are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown (1, 2, 9)
	Forestry (1)
Industry	Construction, activities unknown* (2, 9)
	Mining, including for coal* (2, 9)
Services	Street work, including selling and transporting goods (1, 2, 9)
	Begging† (2, 9)
	Scavenging (1)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Begging as a result of human trafficking (2, 4, 6, 9, 10)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 4, 6, 9, 10)
	Use in child pornography* (11)
	Use in illicit activities* (1)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




There are more girls than boys among identified trafficking victims in Kosovo. Girls are most often trafficked into commercial sexual exploitation.(6) Children of minority ethnic groups such as Roma and Egyptian are more often involved in street work and begging than are children of other groups.(12). The high incidence of poverty and lack of access to education among the marginalized Ashkali, Egyptian, and Roma communities make the children in these communities vulnerable to child labor.(1, 13)

Many obstacles prevent children from the Ashkali, Egyptian, and Roma communities from accessing education. The lack of birth registration impedes the ability of these children to attend school.(13) Some families from these communities report that their inadequate means prevent them from purchasing school materials and clothing, thus creating an obstacle to the successful education of their children.(13) In addition, classes at the primary, secondary, and university levels of education in Kosovo are offered in Albanian, Bosnian, Serbian, and Turkish, but instruction in the Romani language is limited. In 2013, the Ministry of Education, Science, and Technology published the first Romani language alphabet to be used in language classes in primary schools in Prizren municipality.(14) However, continued gaps in education in the Romani language and the small number of teachers who are from minority communities contribute to the low enrollment rates and higher dropout rates within these communities.(15, 16)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Kosovo is not a UN member country; therefore, the Government is not eligible to ratify any ILO or other UN conventions. Article 22 of Kosovo's Constitution, however, incorporates the UN CRC by reference.(17)

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	N/A
	ILO C. 182, Worst Forms of Child Labor	N/A
	UN CRC	N/A
	UN CRC Optional Protocol on Armed Conflict	N/A
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A
	Palermo Protocol on Trafficking in Persons	N/A

The Government has established relevant laws and regulations concerning child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 7 of the Labor Law (18)
Minimum Age for Hazardous Work	Yes	18	Articles 20, 23, 26-28 and 45 of the Labor Law (18)
List of Hazardous Occupations Prohibited for Children	Yes		Administrative Instruction 05/2013 (AI 05/2013) (19, 20)



**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 6 of the Labor Law (18)
Prohibition of Child Trafficking	Yes		Articles 171 and 231 of the Criminal Code; Law No. 04/L-218 on the Prevention and Elimination of Human Trafficking and Protection of the Victims of Trafficking (21, 22)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 237, 238, 241 and 242 of the Criminal Code (21)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Kosovo Law No. 03/L-046 on the Kosovo Security Force (2, 23)
Minimum Age for Voluntary Military Service	Yes	18	Kosovo Law No. 03/L-046 on the Kosovo Security Force (23)
Compulsory Education Age	Yes	15	Kosovo Law No. 04/L-032 on Pre-University Education (23, 24)
Free Public Education	Yes		Kosovo Law No. 04/L-032 on Pre-University Education (2, 23)

During 2013, the Government updated the country's 2010 list of hazardous work prohibited to children. The list prohibits children from carrying heavy loads; working with a number of toxic chemical and biological substances; and performing certain activities within the agriculture, construction, and mining sectors, on the streets, and in dumpsites.(2)

The newly revised Criminal Code took effect in 2013; it contains increased penalties for human trafficking and expanded the definition of trafficking crimes.(4) Article 171 of the Criminal Code prohibits all forms of trafficking in persons, including for the purposes of prostitution and other forms of sexual exploitation, forced labor, and conditions of slavery.(21) The new Criminal Code specifically identifies harsher penalties if the crime perpetrated involves trafficking of children, the creation of pornographic materials, or the facilitation of prostitution, or if the perpetrator engages in recruiting, transporting, organizing, or providing space for such activities involving children. Holding people in slavery, slavery-like conditions, and forced labor are also now criminal offenses punishable by 3–15 years in prison when the victim is a child.(21) During the year, the Government adopted Law No. 04/L-218, which also addresses trafficking. This Law establishes the basis for legal actions to prevent and prosecute trafficking and spells out protections for victims, including special protections for child victims.(22) These protections include the right to stay at a shelter in separate facilities from adults for up to 6 months, and to receive education during that time.(22)

The law lacks prohibitions against using children in illicit activities.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Welfare (MLSW) Labor Inspectorate	Conduct inspections to enforce labor laws, including child labor laws, with a focus on protecting children who are legally employed. Its mandate does not include underage child labor.(2, 23)
MLSW Department of Social Welfare (DSW)	Investigate for underage child labor.(23)
Kosovo Police's Directorate of Trafficking in Human Being Investigation (DTHBI)	Enforce criminal laws against the worst forms of child labor, including trafficking and forced labor.(2)
Ministry of Justice	Enforce criminal laws against forced child labor.(2)
Ministry of Education, Science, and Technology (MEST)	Ensure that students have an appropriate balance of school and work hours through the work of education inspectors.(25)

Law enforcement agencies in Kosovo took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor and Social Welfare Labor (MLSW) Inspectorate employed 51 inspectors, the same amount as in 2012. During the year, the Labor Committee of Kosovo's legislative assembly submitted a request to the Government to increase funding to the Inspectorate.(2) The Inspectorate's budget for 2013 was \$772,000, but the budget for 2014 was decreased to \$717,000. The Labor Committee, other government officials, and independent analysts have noted that the Inspectorate has insufficient resources.(2, 26) MLSW did not offer training to inspectors on child labor during the reporting period. During 2013, the Labor Inspectorate conducted 8,378 inspections, which included inspecting for child labor.(2) Through these inspections, 20 children were found in hazardous activities in the agriculture sector, 43 were found in begging/street work activities, 8 were found in waste scavenging, and 1 child was found in other activities.(23) The Inspectorate issued four citations for violations regarding the working conditions of children ages 15 through 17; the Inspectorate determined these violations had been addressed upon reinspection. As a result of its attention to underage child labor, MLSW's Department of Social Welfare (DSW) reported that 46 children were removed from hazardous work situations during the year.(2) Information on whether these children had been referred to services is unavailable, as such detailed reporting is not maintained.(2, 23)

### *Criminal Law Enforcement*

In 2013, the Kosovo Police's Directorate of Trafficking in Human Being Investigation (DTHBI) Victim's Assistance Unit had 55 investigators, compared with 53 in 2012. These investigators received training on forced labor and trafficking during the year.(2, 23, 27) The Kosovo Police report the number of investigators to be adequate, and DHTBI reports that it coordinates with other agencies and refers children to services. However, in their annual report, DHTBI stated that the Assistance Unit lacks sufficient funding for official vehicles, civilian clothing for investigators, and advanced technology for undercover investigations.(2) During 2013, DHTBI found 24 child victims of trafficking, 21 of whom were trafficked for the purpose of commercial sexual exploitation and 2 for forced begging; one child had been trafficked for other, unspecified reasons.(2, 23) There are standard operating procedures for referring victims to services in Kosovo.(10) However, information on whether these specific children had been referred to services and whether these cases had been prosecuted is not available.(2)

The Kosovo Police task force, working with the Swiss NGO Terre des Hommes, identified 48 children involved in begging activities during 2013.(2) Further investigation demonstrated that they were not victims of child trafficking or forced labor. Instead, the Kosovo Police prosecuted some parents for child mistreatment and abandonment.(2)

Sometimes the Kosovo justice system has incorrectly applied the legal framework regulating the crime of trafficking, which hinders effective prosecutions. The OSCE noted that trafficking incidents are often classified as less severe offenses, which has resulted in lighter penalties for perpetrators.(28)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Kosovo Committee for Prevention and Elimination of Child Labor (KCPEPCL)	Oversee and provide policy guidance for activities to prevent and eliminate child labor. Members consist of representatives from government agencies, the police, trade unions, the Kosovo Chamber of Commerce, and a child protection NGO.(2)
Counter-Trafficking Inter-Ministerial Working Group	Coordinate policy implementation, monitoring, and reporting on the implementation of actions to combat trafficking, including child trafficking. Efforts are led by a National Anti-Trafficking Coordinator through the Ministry of Interior Affairs (MOIA). (4, 10)

In 2013, the Kosovo Committee for Prevention and Elimination of Child Labor's (KCPEPCL) Technical Working Group on Hazardous Child Labor was responsible for the adoption of the country's updated hazardous list, AI 05/2013.(2) This instruction placed responsibility for addressing child labor with all national and local government agencies. The agencies with the most significant implementing roles include the MLSW; the Ministry of Justice; the Ministry of Education, Science, and Technology; the Ministry of Local Government and Administration; the Ministry of Agriculture, Forestry and Rural Development; the Ministry of Culture, Youth and Sport; and the Ministry of Health.(2) In December, the KCPEPCL adopted recommendations for action under AI 05/2013 for each of these institutions.(29)

The Government continued to establish the country's Child Labor Monitoring System (CLMS), which consists of Local Action Committees at the municipal level. Committee members proactively monitor schools and work sites for cases of child labor, refer such children to services, and plan and make recommendations for addressing the problem of child labor.(30) During the reporting period, the members of the CLMS focused on leveraging existing services for children; documenting child labor trends; incorporating lessons learned and joint planning; and evaluating the efficiency of the CLMS.(2) Despite these positive aspects, government officials, as well as representatives of international and NGOs, reported that the Government lacks a sustainable and comprehensive mechanism to collect nationwide data on child labor, analyze lessons learned, and take follow-up actions. Although local and regional MLSW Offices share data on children, all other agencies report data only within their organizational hierarchy.(2, 23)

During 2013, the Ministry of Interior Affairs began funding the work of the Counter-Trafficking Inter-Ministerial Working Group without international assistance. The Group met regularly and led an awareness campaign.(10) However, funding from the Working Group was not available for prevention purposes or other activities besides awareness raising.(4, 23)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kosovo has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategy and Action Plan (SAP) for the Prevention and Elimination of Child Labor in Kosovo, 2010–2016	Aims to eliminate the worst forms of child labor in Kosovo by 2016 with a focus on prevention, as well as withdrawal of children from the worst forms of child labor, the protection of young workers, and the integration of gender concerns into anti-child labor efforts.(31) The first phase, which ended in 2013, focused on laying the groundwork to combat child labor through efforts such as improving knowledge on child labor and response of relevant institutions to the problem.(2, 31) In 2013, a working group of the KCPEPCL produced the country's first report on the progress made in implementing the SAP.(2) The report described activities implemented through 2012, which included the development of legal reform proposals, training inspectors and investigators, and awareness raising. A pilot program to combat hazardous child labor in agriculture also continued under the SAP.(16)
Strategy and National Action Plan on the Rights of Children, 2009–2013*	Aimed to ensure children's rights were protected according to international conventions such as the UN CRC. Goals included eliminating exploitative child labor.(32)
National Strategy and Action Plan against Trafficking in Human Beings, 2011–2014	Calls for the elimination of trafficking and organized crime in Kosovo through four main strategies: (1) prevention of trafficking, (2) protection of victims and witnesses, (3) prosecution of trafficking crimes, and (4) special protection for children.(6) According to the most recent reports from early 2013, the National Anti-Trafficking Coordinator led regular meetings to review the Plan and revise standard operating procedures. The procedures were aligned with the goal of the new Criminal Code and Criminal Procedure Code to focus on achievable objectives and activities; they included requirements for the police and social workers to communicate with victims' advocates after they have identified potential trafficking victims.(4)
Strategy for the Integration of Roma, Ashkali and Egyptian Communities, 2009–2015	Promotes the protection of the Ashkali, Egyptian, and Roma communities, and calls for their full integration into Kosovar society. Includes actions in various areas including education, and establishes a fund specifically dedicated to improving these communities' access to educational opportunities.(33)

\*The impact of this policy on child labor does not appear to have been studied.

The report on SAP implementation identified many priority areas in the action plan for which planned activities were behind schedule. These areas included conducting a child labor survey and creating a better functioning CLMS.(16)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Kosovo funded and participated in programs that include the goal of eliminating or preventing child labor (Table 8). In addition, the Government funds programs that may indirectly benefit children at risk of child labor or who are involved in child labor, including its worst forms.

**Table 8. Social Programs to Address Child Labor**

Program	Description
With Me initiative	ILO-IPEC-supported project in which the Ministry of Agriculture, Forestry and Rural Development and local authorities participate that is providing a set of basic services to withdraw and prevent children from child labor in agriculture in certain villages in the municipality of Rahovec.(16)
Hope and Homes for Children‡	MLSW provides partial funding for this shelter, which serves only child trafficking victims, and other shelters that provide care to child and adult victims of forced labor or trafficking.(2, 10, 16)
Support for policy level and up-scaling activities for Combating Child Labor in Kosovo	\$87,000 Government of Germany-funded, 1-year project that supported the refinement of child labor policies and the expansion of activities to combat child labor. Provided technical assistance for AI 05/2013 and the SAP implementation report issued in 2013.(29)
Social assistance benefits*‡	MLSW program that provides monthly social assistance benefits to needy families. Benefits are increased per child conditioned on the child's school attendance.(2) In 2013, benefits were given to 29,500 families whose members include an estimated 65,000 children.(2)
Free school meals and text books *‡	MEST program that provides free school meals for children up to age 15, and free textbooks through fifth grade.(2)
Social Inclusion and Improvement of Living Conditions for Roma, Ashkali and Egyptians and Other Vulnerable Groups in Kosovo†‡	Government and foreign donor -funded project implemented by Terre des Hommes and by a local NGO.(34) Focuses on four basic areas: (1) empowerment and advocacy; (2) basic, secondary, and tertiary education; (3) sanitation and housing; and (3) vocational education, employment, and income to improve the lives of minority communities in Kosovo. Based on the Government's Strategy for the Integration of Ashkali, Egyptian and Roma communities (2009–2015).(34)
MOIA Birth registration effort*	MOIA Civil Registration Agency effort that waives fees for many registration services for Kosovo Ashkali, Egyptian, and Roma communities.(10)
Innovations Lab Kosovo*	Municipal authority and UNICEF project to assist families in completing the birth registration process.(35)
EU-funded program to promote education for minorities in Kosovo*	EU-funded and MEST-implemented program to address the lack of access to educational opportunities among the poorest communities by building schools, improving teacher education, training teachers, and working to provide a standardized curriculum for all.(36) In 2013, as a result of this collaboration, MEST introduced Romani language classes in Prizren municipality.(23)
Minority Support Project *	USAID-funded project implemented with the Government; one of its goals is to connect Kosovo minorities with government social assistance. Part of USAID's Strategic Plan in Kosovo.(37-39) USAID also supports implementation of another project focused on Kosovo's education sector and a third project in Northern Kosovo to promote integration by targeting areas of economic integration, community development, and capacity building.(23)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Kosovo.

Despite the programs mentioned above, the report on the SAP noted that programs to combat child labor on the streets were not carried out as planned.(16) Despite the high poverty levels of Ashkali, Egyptian, and Roma communities, these groups benefit the least from MLSW social assistance programs because of low rates of birth registration, which is required for program participation.(33) Since children from these communities sometimes do not benefit from cash transfers and educational support, they are more vulnerable to being involved in child labor. The 2013 budget for MLSW's social assistance programs was \$37.4 million, \$832,000 less than needed.(2)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kosovo (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt measures to prohibit the use of children in illicit activities.	2013
Enforcement	Increase resources to better enable authorities to target and investigate cases of child labor, including trafficking.	2009 – 2013
	Provide training to labor inspectors on child labor issues.	2009 – 2013
	Improve the collection and publication of information on whether children found in child labor are referred to appropriate services.	2009 – 2013
	Correctly apply the penalties in the legal framework regulating the crime of trafficking.	2012 – 2013
Coordination	Strengthen the Child Labor Monitoring System to better collect and analyze data on child labor, and develop appropriate policy responses based on these data.	2013
	Increase resources the Counter-Trafficking Inter-Ministerial Working Group allocates to anti-trafficking prevention efforts.	2013
Government Policies	Assess the impact the National Strategy and Action Plan on the Rights of Children may have on child labor.	2013
	Conduct the planned National Child Labor Survey to provide statistical information to address child labor, including the situation of children working in agriculture and on the streets.	2012 – 2013
Social Programs	Assess the impact that existing programs may have on child labor.	2011 – 2013
	Remove barriers that hinder access to education for poor families from minority communities, such as costs of school materials, lack of widely available multilingual curricula, and the low number of teachers from minority communities.	2011 – 2013
	Increase the budget available to realize activities under the National Strategy and Action Plan for the Prevention and Elimination of Child Labor.	2013
	Increase birth registrations among minority communities to improve school enrollment and other social assistance programs.	2011 – 2013
	Increase the budget for MLSW Social Assistance benefits program.	2013

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*In 2013, the Kyrgyz Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed a temporary decree on Social Support for Children and Families in Difficult Living Conditions in accordance with the UN Convention on the Rights of the Child. It also adopted a National Program against Human Trafficking for 2013–2016 and an Action Plan for its implementation. The Parliament approved the Sustainable Development Plan for 2013–2017, which addresses child labor through undertaking a child labor survey, strengthening enforcement mechanisms for monitoring child labor, and replicating best practices in improving access of working children to education. However, children in the Kyrgyz Republic continue to engage in child labor in cotton cultivation and in the worst forms of child labor in tobacco cultivation. Interagency coordination on child labor continued to be poor and no data were available on the number of child labor or child trafficking investigations or prosecutions during the reporting period.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Kyrgyz Republic are engaged in child labor in cotton cultivation and in the worst forms of child labor in tobacco cultivation.(1-3) Evidence suggests that a limited number of schools required children to harvest tobacco on school grounds.(4, 5) Table 1 provides key indicators on children's work and education in the Kyrgyz Republic.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.5 (48,305)
Attending School (%)	5-14 yrs.	84.0
Combining Work and School (%)	7-14 yrs.	4.8
Primary Completion Rate (%)		97.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivating cotton, tobacco,† and rice* (1-4, 8-11)
	Coal mining*† (4, 12)
Industry	Brick making* (4, 12)
	Construction, activities unknown* (13)
Services	Transporting, loading, and unloading goods in markets (4, 14)
	Cotton cultivation and other forced labor as a result of human trafficking (5, 10, 15, 16)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking* (5, 8-10, 15)
	Sale and distribution of illegal drugs as a result of human trafficking (5, 17)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Kyrgyz Republic has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Code (18)
Minimum Age for Hazardous Work	Yes	18	Article 294 of the Labor Code (18)
List of Hazardous Occupations Prohibited for Children	Yes		Section 294 and Decrees No. 239 and 448 of the Labor Code (18)
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code; Article 15 of the Code on Children (5, 18)
Prohibition of Child Trafficking	Yes		2005 Prevention and Combating Trafficking in Persons Law(5)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code (19)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 22 of the Law on the Universal Military Duty (20, 21)
Minimum Age for Voluntary Military Service	Yes	18	Law on the Universal Military Duty (20, 21)
Compulsory Education Age	Yes	16	Kyrgyz Republic Law on Education (6)
Free Public Education	Yes		Kyrgyz Republic Law on Education (22)

Section 294 of the Labor Code prohibits harmful and dangerous work, work underground, and work which might harm the health and moral development of children. Decree No. 239 of the Labor Code lays out a detailed list of hazardous work prohibited for children under the age of 18, including the use of pesticides and manufacture of tobacco.(4, 18, 23) Decree No. 548 enumerates specific weight limits permissible for children of legal working age in occupations that require them to carry loads.(9, 23) The Government indicates that a revised list of hazardous occupations prohibited for children in the Kyrgyz Republic is still in review and has yet to be adopted.(4, 8) The draft list was submitted to the Ministry of Social Development and is waiting for action for the second year in a row.(4, 24)

The Criminal Code prohibits adults from involving minors in criminal activity, forced prostitution, slavery and armed conflicts, but does not have a specific article that prohibits adults from using children for drug trafficking or other illicit activities.(4, 19, 25) There is no legal precedent that would indicate that the courts interpret criminal activity to include adults forcing children into drug trafficking.(25)

Although education is free and compulsory for nine years, roughly equivalent to age 16, some children have to pay burdensome, illegal school administrative fees because of government resource constraints.(10, 26, 27) There is also evidence that children with disabilities are denied entry to schools.(10) Refugees, migrants, and noncitizens also have limited access to education because of the country's system of residence registration.(10, 28) These conditions make children more likely to drop out of school and thus more vulnerable to child labor.

In 2013, the Government passed a temporary decree on “Social Support for Children and Families in Difficult Living Conditions.” The decree was developed in accordance with the UN CRC and addresses child labor with a focus on reducing the root causes of child labor.(4, 10) The Ministry of Social Development issued the decree and subsequently submitted legislation to Parliament that would give the program the force of law. The law is awaiting official approval and the President’s signature.(4, 24, 25)

The law states that children cannot be removed from school to work during agricultural harvest periods. However, an exception to the law allows school principals to request permission from the Ministry of Education to allow children to leave school to work on their family farms for a specific period, provided the school agrees to organize makeup classes.(29, 30)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations related to child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
State Inspectorate on Ecological and Technical Safety	Monitor worksites and refer child laborers to social services.(31) Lead enforcement and cooperate with the Inspectorate for Minors’ Affairs in the Ministry of Internal Affairs, the Prosecutor General’s Office, and regional State District Administration authorities in enforcing child labor laws.(4, 13, 30).
Ministry of Internal Affairs’ Inspectorate for Minors’ Affairs	Enforce criminal laws on child labor, trafficking, and exploitation.(4) Conduct joint raids with the State Inspectorate on Ecological and Technical Safety and with other services, or on own, to find neglected or abused children. Refer children to social institutions for care.(30)
Prosecutor General’s Office	Enforce and apply laws on labor legislation including labor inspections and child labor violations in coordination with the State Labor Inspectorate.(13, 29, 32)
Regional State District Administration	Enforce child labor laws at the district level.(13, 29)

Research found no evidence that law enforcement agencies took actions to combat child labor, including its worst forms. There is also a significant lack of coordination between agencies responsible for child labor law enforcement.(4)

#### *Labor Law Enforcement*

In 2013, the State Inspectorate on Ecological and Technical Safety employed 23 inspectors charged with investigating all labor issues, including those dealing with child labor violations.(4) The number of inspectors, however, was inadequate to ensure appropriate enforcement of laws against child labor and the Inspectorate did not report any child labor violations in 2013.(4) Although inspectors’ salaries were paid and they were provided with office facilities, the budget was not sufficient to cover transportation and fuel expenses, thus limiting inspections.(4) During the reporting period inspectors did not receive training on child labor.(4)

During the first six month of 2013, the Ministry of Internal Affairs reported no registered cases of child labor.(10) Since many children are self-employed, work with their families, or work in the informal sector, it is difficult for the Government to determine whether work complied with the labor code.(10, 11)

#### *Criminal Law Enforcement*

The number of inspectors employed by the Prosecutor General’s Office during the reporting period is not publically available, nor is any information on the number of child labor or child trafficking cases investigated or prosecuted in 2013.(4)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established some mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Ministry of Social Development	Serve as the key government agency for child issues, charged with protecting children and families in difficult conditions, especially child laborers.(4) Child labor issues covered under the Department of Child Protection within the Ministry. Monitor for children engaged in the worst forms of child labor but does not actively enforce the laws.(4)
Ministry of Foreign Affairs	Facilitate efforts against trafficking in persons.(2, 4) Coordinate with international and donor organizations and report on trafficking persons in line with UN conventions.(31)
National Coordination Council on Child Labor (NCCCL)	Focus on developing policies to eliminate child labor, coordinating efforts of key stakeholders and providing recommendations to harmonize national legislation on child labor with international standards.(4) Consist of representatives from government agencies, trade unions and employers' organizations as well as NGOs and international organizations.(4) Child laborers covered under a specific category, called "Children and Families in Difficult Conditions."(2, 33) Not operational in 2013.(4)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Kyrgyz Republic has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Program Against Human Trafficking and Action Plan for Implementation of the Program for 2013–2016†	Aims to provide protection to children in difficult situations to prevent them from becoming victims of sexual, labor and criminal exploitation. Does not, however, have a specific focus on the commercial sexual exploitation of children.(4, 34, 35) Action Plan overseen by the Ministry of Labor.(31)
Sustainable Development Plan for 2013–2017*†	Addresses child labor through undertaking a child labor survey, strengthening enforcement mechanisms for monitoring child labor, and replicating best practices in improving access of working children to education. Approved by Parliament in 2013.(4, 24)
Roadmap on Out-of-School Children†	Seeks to collect information on the problem of school nonattendance and develop a comprehensive list of activities to address the issue. Developed by UNICEF and the Ministry of Education and currently under revision.(24)
Roadmap for Implementation of the Social Protection Development Strategy for 2012–2014*	As part of the roadmap and in consultation with ILO-IPEC, the Ministry of Social Development is developing the following activities to address child labor issues: formulation of the Guidelines for the Child Labor Monitoring System (CLMS), adoption of a list of hazardous types of work prohibited for children under 18, preparation for replication of the CLMS to other regions of the country, and reinforcement of the National Information and Resource Center on the Worst Forms of Child Labor.(4, 24) Despite piloting the CLMS in 2012, the program did not continue in 2013.(4)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of the Kyrgyz Republic funded and participated in programs that include components which aim to eliminate or prevent child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Combating Child Labor through Education in Kyrgyzstan: Capacity building and educational opportunities for school drop-outs	\$191,903 One UN Fund-funded, 2-year project that assists children in migrant settlements around Bishkek to return to school.(24, 36, 37) Includes workshops on child labor, monitoring on the worst forms of child labor, awareness raising activities for parents, and educational opportunities for children.(24, 37)
Combating Child Labor in Central Asia – Commitment becomes Action (PROACT CAR Phase III)	\$1.4 million Government of Germany-funded, 5-year child labor project that works to mainstream child labor issues into national policies and legislation, build the capacity of stakeholders, and provide direct services to children withdrawn from the worst forms of child labor.(24)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Implementing Practices to Address Child Labor in Tobacco in Kyrgyzstan (IMPACT) <sup>†</sup>	\$709,943 Eliminating Child Labor in Tobacco Growing (ECLT) Foundation-funded, 2-year project that works to eliminate child labor in tobacco growing communities in the Southern Kyrgyz Republic.(38, 39) Objectives include preventing 3,000 children from entering child labor and improving access to education, water, and sanitation.(39)
Evening Classes for Child Laborers <sup>†‡</sup>	ILO and Ministry of Education and Science project that provides evening classes to secondary school students in districts where there is a high concentration of child laborers. Includes weekly or bi-weekly family consultations with social workers who observe the children, where parents of child laborers are provided with information on the hazards of early employment.(40)
Social Support for Children and Families in Difficult Living Conditions <sup>†‡</sup>	Social workers monitor places where children may be working, with a primary focus on bazaars. This was created in 2013 in conjunction with a temporary decree focused on reducing the root causes of child labor. The decree indicates that social workers will assist with returning children to school and ensuring sure that they are no longer working.(4, 25)
World Day Against Child Labor: "No to child labor in domestic work" <sup>†</sup>	Ministry of Social Development and ILO-IPEC media campaign for the World Day Against Child Labor in 2013.(31) Worked to increase general awareness of child labor in domestic work in Kyrgyzstan through mass media campaigns.(41)
Toll-Free Hotline for Trafficking <sup>*</sup>	Ministry of Labor toll-free line provided to the International Office of Migration (IOM) that provides information to potential migrants and helps victims of labor trafficking.(10)

\* The impact of this program on child labor does not appear to have been studied.

<sup>†</sup> Program was launched during the reporting period.

<sup>‡</sup> Program is funded by the Government of the Kyrgyz Republic.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Kyrgyz Republic (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Finalize the revised list of hazardous occupations for children under 18 years of age in the Kyrgyz Republic.	2013
	Clarify whether the law protects children against being used by adults in drug trafficking or other illicit activities.	2011 – 2013
	Enforce laws on free education, ensure school administrators and teachers do not charge school fees, and ensure that children with disabilities, refugees, migrants, and noncitizens have access to free education.	2009 – 2013
Enforcement	Increase the number of labor inspectors and provide inspectors with training on child labor and adequate resources to conduct inspections.	2012 – 2013
	Make information publicly available on the number of inspectors in the Prosecutor General's Office and the number of child trafficking cases investigated and/or prosecuted.	2011 – 2013
Coordination	Ensure increased coordination among government agencies on child labor.	2012 – 2013
	Reestablish the National Coordination Council on Child Labor (NCCCL) to address issues of child labor in the Kyrgyz Republic.	2013
Government Policies	Assess the impact that existing government policies have on child labor.	2013
Social Programs	Conduct research to determine the activities carried out by children in construction to inform policies and programs.	2013
	Assess the impact that current programs have on child labor.	2013
	Restart the Child Labor Monitoring System and provide funding to ensure continuation and sustainability.	2013

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*In 2013, Lebanon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the National Action Plan on the Elimination of the Worst Forms of Child Labor and carried out a National Child Labor Survey. The Government also initiated an education program for Syrian refugee children and continued to provide funding for the country's poverty alleviation program, which included paying school registration fees on behalf of 19,000 children from households living in extreme poverty. However, children in Lebanon continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Labor law enforcement is weakened due to a lack of resources. In addition, enforcement agencies do not maintain enforcement data. Furthermore, gaps in Lebanese law prevent officials from entering private homes, making children who work in these settings unprotected and vulnerable to child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Lebanon engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-7) Refugee children and Lebanese children work in agriculture, mainly in the districts of Akkar, Hermel, and Baalbek.(6, 8-11) They often work without pay alongside their families and often do not attend school during harvesting and planting seasons.(10, 11) Working in the streets is especially common for foreign-born children, including Palestinian, Iraqi, Egyptian, Kurdish, Dom (an ethnic minority), and increasingly, Syrian children.(1, 3, 5, 12-16)

Table 1 provides key indicators on children's work and education in Lebanon. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		86.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(17)

Source for all other data: Understanding Children's Work Project's analysis, 2013.(18)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Picking olives,* bananas,* and citrus fruit*† (6, 8, 9)
	Picking and bagging potatoes* (6)
	Production of tobacco† (5, 8, 11, 19-21)
	Clearing rocks from planting fields* (6)
	Fishing, activities unknown*† (5)

# Lebanon

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity(cont)**

Sector/Industry	Activity
Industry	Construction,† including carpentry† and welding*† (2, 4, 5, 8, 20-22) Rock quarrying* (23)
Services	Street work,† including peddling and begging,* washing car windshields,* garbage scavenging,* and shining shoes (1-6, 13) Maintenance and repair of motor vehicles† (2, 4, 6, 8, 20) Building maintenance, including painting and cleaning† (6) Domestic service*† (3, 5, 8) Cleaning sewage† (6) Food service† (5) Working in the preparation of bodies for funerals and burials*† (24)
Categorical Worst Forms of Child Labor‡	Drug trafficking† (25) Armed guarding† (26) Forced begging† (7, 27) Begging as the result of human trafficking† (27) Domestic service sometimes as a result of human trafficking (11, 13, 28) Commercial sexual exploitation sometimes as a result of human trafficking (6, 13, 28, 29)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

There is evidence that children working on the streets may increasingly become victims of trafficking. Sometimes, they are forced into commercial sexual exploitation and illicit work by criminal gangs and acquaintances.(1-4, 13) A 2011 study found that boys working on the street are at a high risk of sexual exploitation by peers and by men.(13)

Lebanon is a source country for children, especially girls, trafficked for commercial sexual exploitation, domestic service, and criminal activity.(7, 11, 13, 27) Lebanon is also a destination country for children trafficked for commercial sexual exploitation.(13) Syrian girls, particularly, are trafficked to Lebanon for the purpose of commercial sexual exploitation under the guise of fake or temporary marriage.(7)

The Syrian conflict has caused a large influx of refugees to Lebanon. The United Nations High Commissioner for Refugees (UNHCR) reported that as of mid-2013, nearly half of the 800,000 Syrians who have sought refuge in Lebanon are children.(16, 23, 30) These children have limited access to education and other services. Their families face extreme poverty, forcing many of these children to work and making them vulnerable to the worst forms of child labor.(5-7, 9, 31, 32) Agencies estimate that the number of school-age Syrian refugee children in Lebanon is likely to exceed the number of Lebanese children enrolled in the public school system soon. Reports indicate that Lebanese schools would have to double their capacity to absorb the demand.(6, 33-35)







An increasing problem noted during the reporting period was the recruitment and exploitation of children in political protests and militant activities in North Lebanon and some areas of Beirut.(5) Child labor is common in Palestinian refugee camps, where some children work as armed guards.(5, 26, 36)

Violence and the protracted nature of these camps have caused the Government to block the establishment of formal refugee camps for Syrian refugees. As a result, Syrian refugee children have limited access to education and other services, customarily provided in refugee camps, making these children more vulnerable to the worst forms of child labor.(6, 36)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Lebanon has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government of Lebanon has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 22 of the Labor Code (37)
Minimum Age for Hazardous Work	Yes	17	Decree 8987 (38)
List of Hazardous Occupations Prohibited for Children	Yes		Decree 8987 (38)
Prohibition of Forced Labor	Yes		Law 422; Trafficking in Persons Law, Law 164 (39, 40)
Prohibition of Child Trafficking	Yes		Trafficking in Persons Law, Law 164 (40)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law 422; Articles 523–527 of the Penal Code; Statutory Rape Law 505–506 of the Penal Code; Trafficking in Persons Law, Law 164 (39, 41)
Prohibition of Using Children in Illicit Activities	Yes		Law 422; Articles Penal Code 509–510; Trafficking in Persons Law, Law 164 (39–41)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	17	Lebanese National Defense Law (5, 42)
Compulsory Education Age	Yes	12	Law No. 686 of 1998 (17)
Free Public Education	Yes		Article 10 of the Constitution, Law No. 686 of 1998 (43, 44)

\*No conscription or no standing military.

Lebanon's Higher Council for Childhood (HCC), funded by the Government and the UN, continued implementing a project to identify gaps in the child protection legal framework.(3)

The Lebanese Constitution guarantees the right to compulsory, free education for children. Law No. 686 of 1998, however, limits free education to Lebanese citizens under 12.(43, 45) Lebanese law only confers citizenship to children whose fathers are Lebanese nationals.(1, 44) Formal school drop-out rates in Lebanon are high because of education-related expenses such as transportation, books, and uniforms.(3, 46, 47) The denial of free education to many children and these education-related expenses may prevent families from sending children to school, increasing their vulnerability to child labor. In addition, children ages 12–14 are particularly vulnerable to the worst forms of child labor, as they are not required to be in school, but are not legally permitted to work.(3)

Lebanese law is not consistent in its treatment of children working as beggars. In the Penal Code, child begging is criminalized.(12) Conversely, Law 422 stipulates that child begging endangers children and that child beggars are entitled to protective measures.(3, 12) However, because of an insufficient number of juvenile protection facilities (especially for non-Lebanese children), child beggars often end up detained in adult jails while authorities determine how to address their specific situations.(12, 13, 25)



# Lebanon

## MODERATE ADVANCEMENT

Inspections of child labor at informal work sites are only authorized if a complaint is filed and the accused fails to respond to a summons from the Child Labor Unit (CLU).(3, 48) No mechanism exists to investigate complaints of child domestic labor, since social workers—the only officials allowed to enter a private home—may only assess the overall welfare of the family and not the workplace conditions.(48)

According to limited sources, penalties for violating child labor and other related laws are not sufficient to reduce the problem.(5)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government of Lebanon has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws through workplace inspections.(19)
Ministry of Justice's Internal Security Forces (ISF)	Enforce laws regarding the worst forms of child labor through the Morals Protection Bureau.(3, 5, 21)
Ministry of Social Affairs (MOSA)	Refer children identified by the Child Labor Unit (CLU) to protective institutions such as shelters.(11)
Ministry of Justice's Union for Protection of Juveniles in Lebanon (UPEL)	Refer ill-treated children, children in conflict with the law, and child victims of human trafficking and other forms of worst forms of child labor to services. (3, 11) Coordinate juvenile justice procedures and advise juvenile court judges on referring child labor victims to appropriate social services. Has six offices throughout Lebanon.(11, 21, 27)

Law enforcement agencies in Lebanon took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

As of December 2013, the Ministry of Labor (MOL) employed 109 labor inspectors, 25 of whom were designated to focus on child labor inspections. Limited evidence suggests however, that many labor inspectors lack training in child labor issues and do not enforce child labor law in their inspections.(5, 9, 49) Additionally, the MOL does not have the resources for office equipment or the transportation necessary for inspectors to enforce child labor laws.(5, 49)

Officials state that estimated 4,000–5,000 children are removed from labor per year and are referred to NGOs and municipalities for services. However, the MOL does not maintain statistics on the number of inspections completed and reports indicate that continued political gridlock slows the administrative procedures necessary to enforce child labor laws.(5, 24)

#### *Criminal Law Enforcement*

The Internal Security Forces (ISF) employed nine investigators to enforce criminal laws against child trafficking and commercial sexual exploitation who carried out four investigations involving the worst forms of child labor.(5)

During the reporting period the Union for Protection of Juveniles in Lebanon provided training to some of the 26 ISF Morals Protection Bureau enforcement officials on how to handle child trafficking cases.(5) Various government agencies, including the ISF and the Ministries of Justice, Interior, and Social Affairs, participated in a 3-year training program with international and grassroots organizations, to enhance Lebanon's anti-trafficking effort.(28) In March of the reporting period, the group presented a Standard Operating Procedure (SOP) Guide. The SOP presents measures to identify, protect, legally assist and return trafficking victims to their home countries; the document is awaiting Cabinet approval.(28) The Ministry of Justice (MOJ) prosecuted six cases of trafficking of children.(27) However, the number of investigations does not seem sufficient to address the scope of the problem effectively.(5)

The government allocated minimal resources to protecting victims and did not have victim protection policies in place.(7) A source indicates that victims of trafficking are not referred to protection services; instead they are detained for unlawful acts committed as a direct result of being trafficked, such as immigration violations or prostitution.(7)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government of Lebanon has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MOL's National Committee to Combat Child Labor	Implement MOL's national strategy to combat child labor and draft child labor-related amendments to the Labor Law.(3, 50) Comprises representatives from relevant ministries including Ministries of Social Affairs, Public Health, Agriculture and Justice; the ISF; worker and employer groups; and civil society organizations.(5, 11, 21, 51, 52)
MOL's Child Labor Unit (CLU)	Raise awareness, coordinate communication between agencies, establish standard practices, and recommend changes to law.(52)
The Inter-Ministerial Task Force on Trafficking	Coordinate efforts against human trafficking, including child trafficking.(41)

The National Committee to Combat Child Labor was active and met a number of times during 2013.(5)

The UN coordinates efforts to address needs of children affected by the Syrian refugee crisis in Lebanon and maintains interagency standards for child protection. Its agents identify crucial concerns, especially factors that make children vulnerable to child labor, and makes recommendations on the use of resources, including referral services.(6, 53)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Lebanon has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan on the Elimination of the Worst Forms of Child Labor (2013–2016)†	Establishes strategies for addressing the worst forms of child labor. Includes a National Awareness Strategy to be carried out by the ILO. Full funding for the \$23 million implementation budget has not been secured.(5, 54)
National Social Development Strategy	Establishes a plan for a comprehensive social, health, and educational program.(3, 55) Includes the protection of working children and the implementation of HCC's strategy to address the needs of street children.(56)
Ministry of Economy's (MOEs) Education Sector Development Plan*	Aims to improve retention and educational achievement in areas with high drop-out rates. Funded by the EU.(3)
MOSA's Higher Council for Childhood (HCC)	Implements children's rights policies, including combating child labor.(1, 27)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In March, various government agencies, including the ISF and the Ministries of Justice, Interior, and Social Affairs, presented a draft of an Anti-Trafficking National Action Plan, a multilevel response model that outlines how the plan should be, who would enforce it, and by whom each recommendation would be implemented. It also calls for a national database to facilitate counter-trafficking activities.(28) The Plan awaits Cabinet approval.(28)

The Government also has a draft National Action Plan for Human Rights. The Plan provides recommendations on child labor coordination between relevant authorities. It also proposes legislative and executive procedures on 21 human rights topics, including children's rights.(57, 58) This Plan awaits approval by Parliament.(57)

#### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Lebanon funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

# Lebanon

## MODERATE ADVANCEMENT

**Table 8. Social Programs to Address Child Labor**

Program	Description
No Lost Generation†	UN and Government joint effort that addresses needs of Syrian refugee children to increase education access, provide a protective environment, and provide life-skill building opportunities.(5, 59)
National poverty alleviation program‡*	Funded by Government, the Italian Foreign Ministry, the World Bank, and the Canadian Embassy, MOSA program that pays school registration fees for 19,000 children from households living in extreme poverty.(3, 5)
Education Program for Syrian Refugee Children†	MOE, UNHCR, and UNICEF supported War Child Holland initiative that provides education to qualified refugee children in 13 public schools in Beirut and Mount Lebanon. Supports second shift courses and informal educational activities designed to give students the necessary skills to enroll in public schools.(60)
National Child Labor Survey†	USDOL-funded and implemented by MOL and the Central Administration of Statistics during the second half of 2013 in collaboration with ILO-IPEC. Aims to make information on the scope and incidence of child labor in Lebanon more accessible to policymakers and the public.(5)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Lebanon.

NGOs and UN agencies are the main providers of children's social protection services, including for child victims of trafficking.(13, 61) Because of the lack of funding, government entities such as the ISF and UPEL depend on NGOs and UN agency providers to make service referrals for children.(13, 61) In addition, the scarcity of shelters for child trafficking victims results in some children being placed in juvenile detention centers.(13) The lack of shelters and resources to effectively handle child labor and trafficking cases puts children at a heightened risk of further exploitation. NGOs and officials reported that the lack of services make them less likely to pursue prosecution of cases.(13, 27)

UNHCR is working on prevention, mobilization, and awareness to reduce the vulnerability of guardians of children who are vulnerable to child labor.(5) The UN's current goal is to provide educational opportunities to at least 100,000 Syrian refugees in 2014.(5) Lebanon lacks the programs to address child labor in agriculture, domestic service, and commercial sexual exploitation specifically, sometimes as a result of human trafficking.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Lebanon (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors, including children engaged in begging.	2013
	Increase fines and sentences for violations of child labor laws, especially those involving commercial sexual exploitation.	2013
	Ratify the CRC Optional Protocol on Armed Conflict	2013
	Raise the compulsory education age to harmonize it with the minimum age for work.	2013
	Ensure that Lebanese law guarantee that primary education is compulsory and free for all children.	2010 – 2013
Enforcement	Ensure inspectors have adequate training and funding for equipment and transportation.	2011 – 2013
	Fully enforce laws to ensure child victims of human trafficking are treated as victims rather than criminals.	2011 – 2013
	Approve Anti-Trafficking Standard Operating Procedure (SOP) Guide.	2013
	Increase number of juvenile protection facilities for child beggars.	2013
	Track and make publicly available the number of inspections carried out, with special attention to the incidence of child labor, incidence of trafficking of children, the number of children assisted, and any sanctions imposed as a result of child labor-related violations.	2009 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Assess the impact that the Education Sector Development Plan may have on reducing child labor.	2013
	Conduct research to determine the activities carried out by children working in fishing to inform policies and programs.	2013
	Approve the Anti-Trafficking National Action Plan.	2013
	Approve the draft National Action Plan for Human Rights.	2012 – 2013
Social Programs	Assess the impact that the National Poverty Alleviation Program may have on child labor.	2010 – 2013
	Take steps to protect refugee children from the worst forms of child labor, such as by increasing access to education.	2013
	Establish a program to specifically address child labor in agriculture, domestic service and commercial sexual exploitation sometimes as a result of human trafficking.	2013

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# Lebanon

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*In 2013, Lesotho made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government fully funded the Lesotho Child Grant Program and the OVC Scholarship Program, allocating \$3.6 million and \$2.9 million, respectively, in their 2013 and 2014 budgets. The Government also revived the District Child Protection Teams to decentralize efforts to address the worst forms of child labor in the informal sector and rural areas. However, children in Lesotho continue to engage in the worst forms of child labor in cattle herding and in child labor in domestic service. Lesotho law does not prohibit the use of children in illicit activities, and a gap between the compulsory education age and the minimum age for employment leaves children unprotected. A lack of government resources for enforcement and social programs also remains a major challenge to combat child labor in Lesotho.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Lesotho are engaged in the worst forms of child labor in cattle herding and in child labor in domestic service.<sup>(1)</sup> Table 1 provides key indicators on children's work and education in Lesotho.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	28.1 (124,632)
Attending School (%)	5-14 yrs.	80.7
Combining Work and School (%)	7-14 yrs.	25.3
Primary Completion Rate (%)		72.5

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(2)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2000.<sup>(3)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding animals, including cattle (1, 4, 5)
	Farming, including planting and harvesting (6-8)
Services	Domestic work* (1, 9)
	Street work, including vending* (10)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (5, 11, 12)
	Use of children in illicit activities,* such as burglary and theft (10)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Lesotho has an HIV/AIDS rate of 23 per cent, the third-highest rate in the world.<sup>(7, 12)</sup> The prevalence of HIV/AIDS contributes to the approximately 364,000, or 34 percent of children in Lesotho who were orphaned as of 2011.<sup>(13)</sup> Children, mostly HIV/AIDS orphans driven by poverty, migrate to urban areas to engage in commercial sexual exploitation for survival.<sup>(7, 11, 14)</sup>

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Lesotho has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 124(1) of the Labor Code (15); Article 228(1) of the Children's Protection and Welfare Act (CPWA) (16)
Minimum Age for Hazardous Work	Yes	18	Article 125(1) of the Labor Code (15); Article 230(1) of the CPWA (16)
List of Hazardous Occupations Prohibited for Children	Yes		Articles 230(3) and 231 of the CPWA (16)
Prohibition of Forced Labor	Yes		Article 9(e) of the Constitution (17)
Prohibition of Child Trafficking	Yes		Article 5 of the Anti-Trafficking in Persons Act (18)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 77 of CPWA (16); Articles 10–14 of the Sexual Offenses Act (19)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	13	Education Act of 2010(8, 20)
Free Public Education	Yes		Article 3 of the Education Act (8, 20); Section 22(k) of CPWA(16)

\*No conscription or no standing military.(21, 22)

Lesotho laws are not completely consistent with international standards regarding child labor. The labor code does not provide protection for children working in the informal sector, leaving children working in non-contractual labor such as herding and agriculture unprotected.(5) Lesotho's CPWA does not extend protections against hazardous labor to children employed in domestic service, street vending, or agriculture.(16, 23) Lesotho also does not have a law that prohibits children from engaging in illicit activities.(24) In addition, although there are maximum penalties for violations of the CPWA, the Act does not set minimum penalties for employing underage children in night work, industrial undertakings, or hazardous work for first-time offenders.(16)

The Government of Lesotho does not have a law prohibiting the recruitment of children under age 18 for military service. However, the Lesotho Defense Force does have a policy prohibiting the recruitment of children under age 18.(25, 26)

Education is compulsory in Lesotho until the age of 13, but the minimum age for work is set at 15. This standard makes children at age 14 particularly vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work.(2, 7, 15)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Labor (MOEL)	Enforce laws relating to child labor and hazardous child labor. Assess child labor law compliance as part of general labor inspections.(1)
National Police, Child and Gender Protection Unit (CGPU)	Investigate child labor violations and enforce child labor laws, including those related to hazardous and forced child labor, commercial sexual exploitation of children, and child trafficking.(1)
The Public Prosecutor's Office	Prosecute child labor law offenders.(1)
Children's Court	Enforce criminal laws related to the worst forms of child labor.(1)

Labor law enforcement agencies in Lesotho took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

#### *Labor Law Enforcement*

In 2013, inspectors carried out 1,000 labor inspections, a decrease from 1,200 inspections in 2012.(1) The MOEL did not report child labor violations or issue citations during the reporting period. Funding for inspections was inadequate, and inspectors lacked adequate office facilities, transportation, fuel, and other necessities.(1, 5)

With support from the ILO, the MOEL held three workshops to train labor inspectors on how to identify child labor in the workplace during the reporting period.(1) However, the MOEL indicated that the training was not sufficient because it did not provide inspectors with skills on how to conduct inspections in the informal sector.(1)

#### *Criminal Law Enforcement*

In 2013, the National Police, Child and Gender Protection Unit (CGPU) employed 133 police officers. However, it did not identify or investigate cases involving the worst forms of child labor.(1) The CGPU police officers did not receive training on the worst forms of child labor.(1) The CGPU does not have guaranteed funding; rather, it receives funding from the general operation budget of the national police.(1) While the Government of Lesotho does not have a referral system for children identified during inspections, the CGPU reported that child victims are referred to appropriate NGO-supported social services(1, 5). The Government also provides free medical services at government-run hospitals and clinics to victims of child labor.(1) Statistics were not available on the number of prosecutions relating to the worst forms of child labor. The Children's Court did not hear any child labor cases and there were no child labor-related convictions during the reporting period.(1)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Task Team (NTT)	Implement the National Action Plan on the Elimination of Child Labor (APEC). Led by the MOEL's Child Labor Unit and the NTT (formerly the Program Advisory Committee on Child Labor). Comprises representatives from government ministries, trade unions, NGOs, and international organizations.(1, 14)
Multi-Sectoral Committee on Combating Trafficking in Persons (MSC)	Serve as lead body on trafficking in persons and approve legislation and policies to prevent human trafficking. Chaired by the Commissioner of Refugees and the MSC. Comprises government ministries, local government, and representatives from NGOs, international organizations, and faith-based organizations.(27)
District Child Protections Teams (DCPT)	Coordinate child protection matters, including child labor, at the district level. Led by the Ministry of Social Development. Comprises representatives from the government, business, NGOs, and community support groups.(1)

# Lesotho

## MODERATE ADVANCEMENT

In 2013, the National Task Team (NTT) held a workshop on the implementation of the National Action Plan for the Elimination of Child Labor (APEC). However, the NTT did not fully serve its function as a coordinating agency to eliminate child labor in Lesotho.(1, 9). The MSC has met three times since November 2013.(28) During the reporting period, the Government revived the District Child Protection Teams (DCPT), decentralizing its efforts to address the worst forms of child labor in order to reach the informal sector and rural areas more effectively.(1)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Lesotho has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Education Sector Strategy Plan (2005–2015)*	Aims to improve access, equity, and quality of education, as well as to reduce school fees and provide school meals to vulnerable children.(29)
National Policy on OVC	Safeguards the rights of OVC to an education; promotes access apprenticeships and vocational and life skills of orphans and vulnerable children; and implements child labor prevention programs.(28)
Lesotho United Nations Development Assistance Plan (2013–2017)†	Includes strategies to reduce poverty and attain Millennium Development Goals in Lesotho.(30) The Framework promotes education for children, supports youth employment and builds the Government's capacity to provide social welfare services to vulnerable children.(30)
ILO–Decent Work Country Program (2012–2017)	Includes a child labor component to establish a child labor unit within the labor inspectorate in order to address child labor in the informal sector and to conduct a national child labor survey. Other objectives include employment creation, social protection coverage for citizens, and social dialogue among the tripartite partners.(7)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The Government has drafted a APEC.(8) Although APEC has not yet been adopted, in 2013, the Government assigned APEC activities to agencies responsible for its implementation; developed a timeline for implementation; and came up with activities to be carried out.(1) Under APEC the Government, with assistance from the ILO, developed guidelines on herding and a definition of child labor in the herding sector.(1) The guidelines prohibit night work for herders under age 13 and require that herd boys be monitored, clothed, fed, and remunerated.(31) The guidelines also provide protection for children working in agriculture in ploughing, harvesting, and the application of pesticides. However, the guideline's protections for herding and ploughing only apply to children under age 15, and children ages 13-15 are permitted to plough and herd animals under adult supervision.(31) In addition, the guidelines permit children ages 13 and older to apply pesticides.(31) In January 2014, the Government presented the draft National Anti-Trafficking Plan to the MSC for review. The plan is pending review and adoption.(27) Lesotho's UN Development Assistance Plan was also launched during the reporting period.(30)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Lesotho funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Awareness-Raising Campaign on Human Trafficking*	Department of Gender and Youth program, run with support from an NGO. Conducted public awareness raising on human trafficking and gender based violence in rural communities.(5, 27) Translated the anti-trafficking law into local languages and distributed them at border posts.(5)
Awareness Raising for Herd Boys	Ministry of Gender and Youth program that conducted workshops for herd boys. Workshops provided information on trafficking issues, health, HIV/AIDS, and sexual reproductive health.(5)
Lesotho Child Grant Program*‡	Government-provided direct-cash transfers to OVCs to improve their living standards, increase their school enrollment, and improve their nutrition and health. Amount provided to each household increased based on the number of OVCs.(14) Government provided full funding for the program, allocating \$3.6 million in the 2013/14 budget.(1)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Lesotho.(32)
OVC Scholarship Program*‡	Government program that pays for the tuition, uniforms, supplies, and boarding fees for OVC. Provided full funding for the program in 2013-2014 budget, benefitting 20,000 children in 2013.(1)
Trafficking in Persons Training	State Department funded project implemented by World Vision. Provides training on trafficking in persons to government officials, law enforcement, journalists, community leaders, and the public. Awareness raising was also conducted via television and radio.(27) Ended in September 2013.(27)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Lesotho.

Although the Government of Lesotho provided full funding for the Child Grant and OVC programs, research found no evidence that it carried out programs during the reporting period to assist children engaged in domestic service, commercial sexual exploitation, livestock herding, and street work.(1)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Lesotho (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws apply equally to children working in contractual and non-contractual relationships.	2009 – 2013
	Amend the CPWA to extend protections to children employed in hazardous work in domestic service, street vending, and agriculture.	2013
	Adopt laws to prohibit the use of children for illicit activities.	2009 – 2013
	Establish minimum penalties for those who commit offenses under the CPWA.	2011 – 2013
	Adopt a law to prohibit the recruitment of children under age 18 for military service.	2013
	Legally establish 15 as the age to which education is compulsory to match the minimum age for full-time work.	2010 – 2013
Enforcement	Provide adequate funding and training to support enforcement efforts.	2009 – 2013
	Increase the number of inspections conducted and collect and publish appropriate statistics on investigations, prosecutions, and convictions of child labor and trafficking laws.	2011 – 2013
Coordination	Ensure that the NTT fully serves its function to coordinate efforts to combat child labor.	2011 – 2013
Government Policies	Revise the guidelines on herding to protect children under age 18 from hazardous work, including herding and applying pesticides.	2013
	Adopt the National Action Plan for the Elimination of Child Labor and the draft National Anti-Trafficking Plan.	2013
	Assess the impact that existing policies may have on addressing child labor.	2012 – 2013
Social Programs	Assess the impact of existing social programs on the elimination of worst forms of child labor.	2012 – 2013
	Implement social programs to assist children engaged in domestic service, commercial sexual exploitation, livestock herding, and street work.	2010 – 2013



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*In 2013, Liberia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government published data from its national Child Labor Survey conducted in 2010. Additionally, the Government launched the National Steering Committee on Child Labor and began implementing a new National Action Plan on trafficking in persons, which addresses child labor. However, children in Liberia continue to engage in child labor in agriculture and mining. The Government has yet to pass into law the Decent Work Bill, which includes a list of hazardous occupations prohibited for children, and child labor law enforcement efforts are still inadequate.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Liberia are engaged in child labor, including in agriculture and mining.(1-4) On some rubber plantations, children are employed to tap rubber trees, clear brush, and carry buckets.(1, 3, 5) Children are engaged in mining natural resources, including alluvial diamonds.(1-4) Table 1 provides key indicators on children's work and education in Liberia.

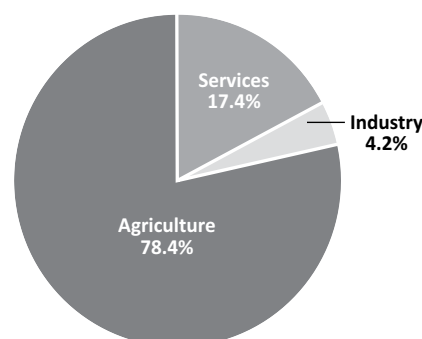
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	16.6 (132,340)
Attending School (%)	5-14 yrs.	75.9
Combining Work and School (%)	7-14 yrs.	14.0
Primary Completion Rate (%)		65.2

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey, 2010.(7)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working on rubber plantations (1, 3, 5, 8)
	Coal burning/producing charcoal* (8)
	Farming, activities unknown (1, 8-10)
Industry	Mining for diamonds and gold* (1-4, 9, 11)
	Stone cutting* and crushing* (1, 4, 9, 10, 12, 13)
	Construction, activities unknown (4, 14)
Services	Domestic work (4, 12, 13)
	Working in accommodation and food services (10)
	Street work, including vending and porting (4, 8, 12, 14-16)
	Repairing motor vehicles and motorcycles (10)
Categorical Worst Forms of Child Labor‡	Forced labor in illicit activities, including selling drugs (4, 17)
	Commercial sexual exploitation sometimes as a result of human trafficking* (18)
	Domestic work, street vending, farming, and begging, as a result of human trafficking (4, 17-20)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Liberia

## MODERATE ADVANCEMENT




Although security concerns remain along Liberia's border with Côte d'Ivoire, the UN High Commissioner for Refugees reports the situation is stable, and Ivorian refugees continue to return to Cote d'Ivoire.(21) However, evidence exists that some Ivorian refugee girls engage in commercial sexual exploitation.(17) Additionally, children are trafficked to Liberia from Sierra Leone, as well as from Liberia to Côte d'Ivoire, Guinea, and Nigeria for domestic work, street vending, commercial sexual exploitation, farming, and begging.(20)

The school infrastructure in Liberia remains lacking and faces continued budgetary and resource constraints.(20, 22, 23) The limited number of schools in some areas impedes access to education and increases the risk of children engaging in the worst forms of child labor.(20, 22, 23) Sources indicate that sexual abuse by male teachers in schools may be a barrier to girls' education.(24, 25) Moreover, the UN has noted that victims of sexual violence in schools often have extended absences or drop out.(26) Liberian parents are required by law to register their infants within 14 days of birth. However, sources indicate that fewer than 5 percent of births are registered for birth certificates, which may affect access to education.(1, 27)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Liberia has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Law (28)
Minimum Age for Hazardous Work	Yes	18	Article 7 of the Children's Law (5, 12, 29)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution (12, 30)
Prohibition of Child Trafficking	Yes		Children's Law; Act to Ban Trafficking in Persons (12, 29, 31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3 of the Children's Law; Chapter 14 of the Act to Amend the New Penal Code (12, 17, 20, 29, 32)
Prohibition of Using Children in Illicit Activities	Yes		Children's Law (17, 29)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 3 of the Children's Law (29, 33)
Compulsory Education Age	Yes	15	Chapter 4 of the Education Reform Act of 2011 (1, 9, 13, 34, 35)
Free Public Education	Yes		Article 3 of the Children's Law (29)

\*No conscription or no standing military.

The Government has not ratified the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child

Pornography.(36) The Labor Law sets the minimum age for work at 16 for the agriculture sector. The minimum age for work in the industrial sector is 18.(28) However, children younger than age 16 are allowed to work, provided they are not working during school hours and the employer can demonstrate that they are attending school regularly and have a basic education.(28) The Labor Law does not protect children in domestic service. Additionally, there are no penalties for violations of child labor laws, which inhibits prosecution.(12, 28) However, at times, perpetrators can be prosecuted under the Penal Code's child endangerment provision.(37) The Decent Work Bill is still pending legislative approval.(9, 38) The bill would provide additional protections for children, including a hazardous work list.(4) However, the bill's list of hazardous work is not comprehensive, and does not include all activities that are prohibited under international standards.(34) Also, although education is free, in practice, many children still pay school fees to attend school, which may prevent some children from attending school.(1, 8, 13, 38)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Justice's Women and Children Protection Section (WCPS)	Enforce laws relating to violations involving the worst forms of child labor, including trafficking.(37, 39)
Liberian National Police's Anti-Trafficking Unit	Enforce trafficking laws.(27)
Bureau of Immigration and Naturalization (BIN)	Enforce trafficking laws in external cases.(9)
Ministry of Labor (MOL)	Enforce labor laws, including child labor laws.(9)
Liberian Transnational Crime Unit	Coordinate responses to international organized crime, including monitoring and prosecuting criminal violations involving the worst forms of child labor as they relate to trafficking and the use of children in illicit activities.(40)

Criminal law enforcement agencies in Liberia took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

#### *Labor Law Enforcement*

The National Commission on Child Labor (NACOMAL) and several ministries, including MOL, generally perform preliminary investigations on child labor cases. However, MOL's budget is not adequate, and there are only 15 labor inspectors in Liberia, which is less than one per district.(8) In addition, research found no information on the number of labor inspections conducted, child labor violations found, or citations and penalties issued by the Government in 2013. Child labor cases requiring further investigation or possible prosecution are referred as child endangerment cases to Ministry of Justice's WCPS.(4, 9)

#### *Criminal Law Enforcement*

WCPS has approximately 266 investigators.(9) In 2013, there were no child labor prosecutions, convictions, or penalties. A source indicates that, during the reporting period, WCPS processed cases of child endangerment, including some child labor cases.(9) However, research found that agencies responsible for enforcement efforts lack adequate resources. Moreover, the ILO and other stakeholders have noted that severe budgetary constraints, a lack of resources (such as computer equipment), and staff training impede the efforts of NACOMAL and WCPS to combat the worst forms of child labor.(4, 9, 20, 41)

In 2013, the Government rescued 34 children from trafficking. The Government also investigated two suspected traffickers and, at the time of writing, the cases were pending trial.(27) During the reporting period, law enforcement agents received anti-trafficking training, and the Government incorporated anti-trafficking training into its orientation curriculum for all new police officers.(27)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission on Child Labor (NACOMAL)	Monitor child labor issues and direct child labor policies. Headed by the MOL, is composed of representatives from 16 other organizations, including NGOs and international and civil society organizations.(4, 42) Objectives include reforming national child labor laws and designing a national child labor database.(13, 42)
National Steering Committee on Child Labor (NSC)	Advocate eliminating child labor, especially its worst forms. Chaired by the MOL, is composed of NACOMAL, government ministries, private sector representatives, and NGOs.(38) Objectives include Liberia's ratification of ILO C. 138.(38)
Child Protection Network	Coordinate child protection efforts through monthly meetings to discuss child protection issues, including child labor and trafficking. Chaired by the Ministry of Gender and Development, is composed of the MOL, the Ministry of Health and Social Welfare, WCPS, the National Police, civil society organizations, and several NGOs.(4) Also responsible for coordinating referrals for provision of services to child victims, with support from international and national organizations.(9, 13) In addition, manage seven community child welfare committees in different counties that monitor children's issues at the community level and make referrals to other organizations.(13)
Anti-Human-Trafficking Task Force (TTF)	Coordinate anti-trafficking activities. Chaired by the MOL and includes the Commissioner of BIN, the National Police, and representatives from the Ministries of Justice, Foreign Affairs, and Internal Affairs.(9)

During the reporting period, the Government launched the new NSC and held its first meeting in August 2013.(9, 38) In May 2013, the MOL, in partnership with ILO-IPEC, organized a 4-day child labor conference that included more than 60 representatives from government ministries, civil society organizations, and international partners. Participants developed recommendations for future Government efforts against child labor, including ratifying ILO C. 138 and conducting another child labor survey.(8) In 2013, TTF held regular bi-monthly meetings.(27)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Liberia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan for Trafficking in Persons†	Outlines the Government's comprehensive anti-trafficking efforts, including for child victims.(9, 27)
Direct Assistance and Support to Trafficked Victims Standard Operation Procedures†	Establishes roles and responsibilities for coordinating Government assistance to trafficking victims.(27)
National Social Welfare Policy	Prioritizes the development of action plans and policies that target children engaged in the worst forms of child labor, including child trafficking.(43)
National Employment Policy*	Aims to provide vocational training for youth.(44)
Rubber Industry Master Plan 2010–2040*	Prioritizes the development of the rubber industry and includes provisions for improving workers' standard of living, access to credit, and children's access to education.(45)
Education for All Policy 2010–2013*	Aims to provide universal primary education by 2015.(46)
Education Sector Plan 2010–2020*	Aims to improve the education infrastructure, as well as the access to and quality of primary education.(46)
Education Sector HIV/AIDS Strategic Plan 2010–2014*	Aims to provide education to vulnerable children affected by HIV/AIDS.(47)
New Deal Trust Policy*	Commits the Government of Liberia to improving the efficiency and effectiveness of its key ministries, such as the Ministries of Finance, Health, and Education.(48)
2030 Vision Policy 2012–2017*	Outlines the Government of Liberia's goal to become a middle income country by 2030, by increasing focus on education and livelihoods.(49, 50)



**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Liberia Youth Act (formerly the Liberian National Youth Policy)	Outlines the Government of Liberia's youth policy, which includes employment and education components.(51, 52)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In 2013, the Government released data from a national Child Labor Survey that was conducted by the Liberia Institute of Statistics and Geo-Information Services in 2010. The report, which was supported by the ILO, provides information on the scope of the child labor situation in Liberia.(9, 10, 53) Additionally, the Government, in partnership with the ILO, released a report on youth employment, including children ages 15–17, titled “Labor Market Transitions of Young Women and Men in Liberia.”(9) The Liberian National Youth Policy has been renamed the Liberia Youth Act and was passed by the House in September 2013; as of the writing of this report, it awaited passage by the Senate.(51, 52)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Liberia participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
National Child Labor Survey†	Joint Government-ILO survey that provides information on the scope of the child labor situation in Liberia. The survey was conducted by the Liberia Institute of Statistics and Geo-Information Services in 2010, and the results were published in 2013.(9, 10, 53)
Labor Market Transitions of Young Women and Men in Liberia†	Joint Government-ILO report on youth employment, including children ages 15–17. The report was released in 2013.(9)
Anti-Trafficking Awareness Campaign	MOL program that uses radio and billboard messages to raise public awareness on trafficking.(27)
Liberia Agriculture Investment Program*	\$175 million multi-donor program that aims to enhance household livelihoods in the agriculture sector by building linkages with markets and improving rural infrastructure, which may have a positive effect on reducing child labor.(54)
Actions to Reduce Child Labor	\$6 million, USDOL-funded, 4-year project implemented by Winrock International to combat child labor in the rubber sector.(55) Aims to withdraw and prevent 10,100 children from engaging in the worst forms of child labor by providing education, as well as livelihoods support to 3,700 vulnerable families. Implemented in collaboration with local rubber companies.(55)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(56, 57)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor.(58)
West Africa Coast Initiative *	\$5.8 million, UNODC-funded, 3-year regional initiative that aims to strengthen national capacities and cross-border cooperation to address organized crime, including human trafficking and drug trafficking.(40, 59)
Social Cash Transfer Program*	\$3.1 million, EU-funded, program that provides regular payments to poor and “labor constrained” households in Bomi County, along with other counties. Labor constrained households include households in which the majority of household members are unable to work for reasons such as disability.(60) Targets 5,000 households, and each beneficiary household receives between \$10 and \$25 per month.(60)
Educating and Protecting Vulnerable Children in Family Settings Project*	USAID-funded, 4-year project aims to enhance protection systems for vulnerable children, including improving access to primary education and health services.(61)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Fast Track Initiative Grant for Basic Education*	\$40 million, World Bank-funded project that aims to improve primary education access and quality.(62, 63)
Youth Employment and Skills Project *	\$6 million, World Bank-funded project that aims to provide employment opportunities and training to youth. (64) Targeted 49,500 direct beneficiaries and ended during the reporting period.(64)
Feed the Future Project*	\$75 million, USAID-funded project that aims to improve food security and nutrition among vulnerable populations.(65)
Refugee Camps and Services*	\$42.5 million, UN High Commissioner for Refugees-funded project that maintains refugee camps and provides essential services to Ivorian refugees, including children.(21, 66)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

Although Liberia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Liberia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013
	Pass legislation, potentially the Decent Work Bill, which includes a hazardous work list for children younger than age 18, and sufficiently strict penalties for engaging in child labor, in compliance with international standards.	2010 – 2013
	Ensure that relevant child labor laws and regulations apply equally to all children, including to those in domestic service.	2011 – 2013
Enforcement	Fully fund child labor enforcement mechanisms and prosecution efforts, such as NACOMAL, MOL, WCPS, and the Anti-Human-Trafficking Task Force, and provide necessary training for such officials to enforce child labor laws.	2010 – 2013
	Ensure there are an adequate number of labor inspectors to effectively enforce labor laws, including child labor laws.	2013
	Publish data on inspections, violations, citations, and penalties assessed for the worst forms of child labor.	2010 – 2013
Government Policies	Formally adopt and implement, potentially through the Liberia Youth Act, the National Youth Policy for Liberia.	2010 – 2013
	Assess the impact that existing child protection, livelihoods, and education policies may have on addressing child labor.	2010 – 2013
	Conduct research to determine the activities carried out by children working in farming and construction to inform policies and programs.	2013
Social Programs	Conduct research to determine the activities carried out by children working in farming and construction to inform policies and programs.	2013
	Improve access to education by building additional schools.	2013
	Provide additional training to teachers in order to stop sexual abuse of students.	2013
	Ensure that education is free, by eliminating school fees and other expenses.	2012 – 2013
	Assess and evaluate the impact that existing social programs may have on addressing child labor.	2010 – 2013
	Increase the scope of existing social programs to reach more children at risk of and engaged in the worst forms of child labor.	2009 – 2013

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# Liberia

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*In 2013, Macedonia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Macedonia adopted a 3-year Action Plan for Children on the Streets and released an assessment of the country's anti-trafficking efforts. Additionally, the Ministry of Labor and Social Policy opened a fourth day center that provides services, including education, to children working in the streets. However, children continue to engage in child labor in begging and the worst forms of child labor in commercial sexual exploitation. The number of day centers and Centers for Social Work (CSWs) remains insufficient to provide shelter and other services to all vulnerable children in need of assistance. Some children, particularly those from minority ethnic groups, continue to lack access to education due to factors such as the associated costs of schooling and lack of identity documents.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Macedonia are engaged in child labor in begging and the worst forms of child labor in commercial sexual exploitation.<sup>(1)</sup> Table 1 provides key indicators on children's work and education in Macedonia.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	9.9 (30,052)
Attending School (%)	5-14 yrs.	84.7
Combining Work and School (%)	7-14 yrs.	11.5
Primary Completion Rate (%)		94.0

Source for primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2014.<sup>(2)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.<sup>(3)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown* (4)
	Begging (1, 5, 6)
Services	Selling small items in open markets, bars and restaurants, and in the streets (1, 5)
	Cleaning vehicle windshields* (1)
	Domestic service as a result of trafficking* (4)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of trafficking (1, 7, 8)
	Forced begging* (1, 9)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Some children in Macedonia engage in begging at the behest of their parents or other family members, while other children are forced into begging.<sup>(1, 9)</sup> The majority of children involved in work on the streets, including begging, are of the Roma ethnicity.<sup>(8, 10)</sup> Girls, particularly Roma girls, are trafficked for fraudulent marriages, which may result in them being sexually exploited or forced into domestic service.<sup>(4, 6)</sup> Girls in Eastern and Central Macedonia have been identified as being at particularly high risk for trafficking.<sup>(6)</sup>



# Macedonia




## MODERATE ADVANCEMENT

The Government reported to the UN Committee on the Rights of the Child in 2009 that school attendance was lowest among the Roma population.(11, 12) Statistics published by UNICEF in 2013 state that 14 percent of Roma children do not attend primary school, and 62 percent of Roma adolescents do not attend secondary school.(10) This is due, in part, to their lacking identity cards, which are needed to access education and other social services.(8) Not attending school increases children's vulnerability to involvement in the worst forms of child labor. The 2008–2009 UNICEF-sponsored study found some families struggled with the cost of school supplies.(4, 11)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Macedonia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Constitution; Labor Relations Act (13, 14)
Minimum Age for Hazardous Work	Yes	18	Labor Relations Act (14)
List of Hazardous Occupations Prohibited for Children	Yes		Rulebook on the minimum occupational safety and health requirements for young workers (15)
Prohibition of Forced Labor	Yes		Article 11 of the Constitution (13)
Prohibition of Child Trafficking	Yes		Article 418 of the Criminal Code (16, 17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 191–193 of the Criminal Code (16)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		(4)
Minimum Age for Voluntary Military Service	Yes	18	Law on Defence (18-20)
Compulsory Education Age	Yes	15	Law on Primary and Secondary Education (21, 22)
Free Public Education	Yes		Constitution (13)

\*No conscription or no standing military.

Research found that children working in the informal sector do not have the same protections under child labor laws and regulations as children working in the formal sector. Moreover, the ILO Committee of Experts has noted that minimum age for employment provisions in the Labor Relations Act do not apply to work in the informal economy, in which most child labor occurs in the country.(23)

By law, school instruction in Macedonia is offered in Macedonian, Albanian, Romani, Turkish, and Serbian, and the number of minority group children receiving instruction in their native tongue has increased.(8, 10) Macedonia's Criminal Code prohibits the use of children in organized begging. However, research found no legal prohibition on the use of children in illicit activities.(16, 24)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Policy's (MLSP's) State Labor Inspectorate	Enforce labor laws, including child labor laws.(9) According to Government reporting to the ILO, inspectors conduct a minimum of 60 inspection visits per month. Must carry out at least one inspection visit per year at enterprises in most sectors, including industry, agriculture, and construction.(25) Are authorized to issue on-the-spot citations for labor law violations. Transmit cases of suspected criminal law violations to the Public Prosecutor.(25-27).
MLSP's Office of Social Inclusion	Work with the police to seek out street children in need of assistance and track cases of forced child labor.(6)
Ombudsman's Office	Investigate violations of children's rights and accept complaints of such violations.(9)
Office of the National Referral Mechanism	Accept reports of potential victims of trafficking, including children. Alert agencies to investigate the allegations and provide social services for victims.(9, 15) Children found to be victims of child trafficking are removed from the situation, placed in shelters for trafficked children, and given immediate medical and psychological care.(9)
Ministry of Interior (MOI)	Enforce criminal laws. The role of a special police unit of the MOI is to investigate organized crime, corruption, and trafficking.(9) Address child labor in begging and forced begging in the country. MLSP Office of Social Inclusion and MOI "Mobile Teams" made up of one plain clothes police officer and one social worker, seek out street children in order to discourage such activity and encourage school attendance.(6, 9)
Public Prosecutor's Office	Prosecute possible criminal law violations, including those involving worst forms of child labor.(27) The Office has an Organized Crime and Corruption Unit with five prosecutors dedicated to cases of child abuse and worst forms of child labor. The Skopje Basic Prosecutor's Office has eight prosecutors dedicated to child abuse cases.(9)

Law enforcement agencies in Macedonia took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

As of 2013, there were 110 labor inspectors responsible for all labor violations, including child labor.(9) Data from the Ministry of Labor and Social Policy (MLSP) inspections are not regularly shared among offices, as there is no central computerized database.(25) During 2013, the Inspectorate did not remove any children from child labor situations during its inspections.(9) The Ombudsman's Office reported that there were no official complaints of child labor in 2012, the most recent year such information is available.(28)

#### *Criminal Law Enforcement*

In 2013, the special police unit of the Ministry of Interior (MOI) had five officers dedicated to investigating crimes involving child trafficking and other criminal worst forms of child labor. The Ministry also had 80 officers dedicated to enforcing laws against child abuse and exploitation throughout the country's 38 police districts.(9) Additionally, five mixed mobile teams of MLSP social workers and police searched the streets for children begging and children who might be victims of trafficking.(6) Social workers and police completed anti-trafficking courses as well as training on how to identify victims of labor exploitation.(6, 7)

As a result of the mobile teams' patrols, 50 children were removed from the streets, and 11 possible cases of trafficking were identified and passed along for investigation.(6) During 2013, MLSP removed 20 children from eight families, revoking parental rights due to abuse and negligence. These children were placed with foster families or in institutions for homeless children.(9)

The Government reported nine cases of confirmed child trafficking in 2013, involving a total of nine victims. One child was a foreign citizen and the rest were from Macedonia.(6, 9) The children were trafficked for labor and sexual exploitation (one child), sexual exploitation (four children), and fraudulent marriage (four children).(6) Five of the children were trafficked internally and the rest were trafficked abroad. The cases were referred to the

# Macedonia

## MODERATE ADVANCEMENT

Special Prosecutor's Office for Organized Crime and Corruption and trials are ongoing.(9) During 2013, there were convictions against six defendants for child trafficking related to cases that began in 2010 and 2011.(9) All the defendants received prison sentences.(6) The Prosecutor's Office, however, suffers from underfunding.(9) Trafficking cases can require complex and lengthy investigations and evidence gathering. Consequently, sometimes trafficking cases linger in the court system for years without conclusion.(9) Research did not find information on criminal law enforcement actions involving cases of commercial sexual exploitation that were not the result of trafficking. Moreover, the UN Committee on the Rights of the Child has noted that data on crimes involving other types of worst forms of child labor besides trafficking are unavailable.(29)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Protection of the Rights of Children	Coordinate efforts to protect children's rights and provide them services in line with the UN Committee on the Rights of the Child.(5, 9) Protect against child labor.(9) Develop and oversee implementation of the National Plan of Action on the Rights of the Child.(4)
National Coordination Body for Implementation of the Action Plan for Prevention and Countering Sexual Abuse of Children and Pedophilia	Implement the National Action Plan. Led by MLSP and made up of representatives from relevant ministries and NGOs.(4, 15) A hotline it established for reporting sexual abuse of children and children on the street remains active.(9, 15, 30)
National Coordination Body for Protection of Children From Abuse and Neglect	Oversee implementation of the National Action Plan for Prevention and Countering Abuse and Neglect of Children.(30)
National Commission for Trafficking in Persons and Illegal Migration	Coordinate the work of all institutions involved in combating trafficking in persons.(28) Chaired by the National Anti-Trafficking Coordinator.(31) Consists of a Subgroup on Trafficking of Children.(6)

In 2013, the Government established Local Anti-Trafficking Commissions in two municipalities: Bitola and Tetovo. (32)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Macedonia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Action Plan for Children on the Streets 2013–2015	Aims to combat the harmful effects of street work by providing such children services including education.(33) Adopted in 2013, the plan is intended to provide a systemic and holistic response to the issue of children on the streets, with an emphasis on social services, health care, and inclusion in the educational system.(15, 33)
National Action Plan (NAP) against Trafficking in Persons and Illegal Migration, 2013–2016	Focuses on preventing trafficking by reducing the vulnerability of at-risk populations and reducing the demand for sexual services as well as on increasing efforts to combat trafficking for forced labor.(7, 9, 34) In 2013, the National Rapporteur on Trafficking and Smuggling published its fourth annual report, providing a comprehensive assessment of trafficking in persons activities during 2012.(34)
National Strategy for the Fight Against Poverty and Social Exclusion, 2010–2020*	Addresses children's rights, including social protection, social inclusion, health, education, and employment. Implemented by the MLSP.(9)
National Action Plan for Prevention and Countering Abuse and Neglect of Children 2013–2015*	Outlines an Operational Plan for the implementation of the Action Plan for Prevention and Countering Abuse and Neglect of Children 2013.(15)
National Plan of Action on the Rights of the Child (2012–2015)	Aims to promote equity, inclusion, and efficiency in the provision of services for children such as health care and education.(35) Includes direct assistance to withdraw children from child labor, rehabilitate victims, and provide better access to primary education.(28)

\* The impact of this policy on child labor does not appear to have been studied.

The implementation of the National Plan of Action on the Rights of the Child has been slow, with no funds specifically earmarked for implementation, monitoring, and/or evaluation.(5, 24)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Macedonia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Conditional Cash Transfer Program‡	Government program that provides cash assistance to certain Roma students who stay in school and discourages their involvement in street work and begging.(9)
Day centers‡	Ministry of Labor and Social Policy program that operates four day centers and funds two others operated by NGOs that provide services, including education, to children working in the streets.(8, 33) One of the government centers is open only in the summer months, as street children have not been found in the area (Ohrid) in the winter.(9) Government also supports a small transit center for street children in the capitol, Skopje.(8) The fourth center in Prilep was established during 2013.(33) Also during the year, day centers provided services to more than 100 children.(9)
Center for Victims of Human Trafficking and Transit Center for Foreign Victims of Trafficking ‡	Government program that fully funds the Center for Victims of Human Trafficking, a shelter for domestic trafficking victims. MOI funds the provision of basic services to victims, while MLSP supports reintegration of victims with their families. NGOs collaborate in the operation of the shelter.(15, 34) Government provides partial support to the Transit Center for Foreign Victims of Trafficking, which is operated by NGOs.(34)
Centers for Social Work (CSW) ‡	Government program of approximately 30 CSWs that provide services to vulnerable groups, including street children and child victims of trafficking.(7, 15) Services include counseling, education, and assistance with obtaining registration documents.(15) CSW staff members have been trained on trafficking issues.(34)
Social Worker/NGO Mobile Teams‡	Government social workers from CSWs and representatives of NGOs work in the field of three major municipalities to detect trafficking victims and at-risk individuals, including street children. Teams then work to find solutions to address the needs of these vulnerable persons, including providing support to trafficking victims and their families, and implementing programs for reintegration.(15) Government also funds education seminars for parents on the dangers of allowing children to work and beg on the streets.(9)
Cut the Thread of Labor Exploitation and Trafficking in Children	Government program through which the National Commission for Trafficking and NGOs conducted a series of awareness-raising activities on trafficking as well as a fundraising campaign to assist street children.(6)
Inclusion of Roma Children in Preschool Education‡*	MLSP project implemented in cooperation with the Roma Education Fund and 19 government units, under the Decade of Roma Inclusion and Roma Strategy in the Republic of Macedonia. Aims to support the integration of Roma children by increasing the number of Roma children in preschool.(36)
Children at-risk; Breaking the Cycle of Social Exclusion of Children in Macedonia	MLSP and UNICEF implemented project for improved social protection for street children. Developed standard operating procedures for addressing the needs of street children, and supports the Government's goal of greater inclusion of the Roma population.(37)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Macedonia.

The number of day centers and CSWs is insufficient to reach all vulnerable children in need of assistance.(8, 10) There is also a gap in the capacity of staff to provide adequate services in rural areas and to children of ethnic minorities.(10, 29) Reimbursement to NGOs that provide services at trafficking shelters also suffers from delays.(6)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms in Macedonia (Table 9).

# Macedonia

## MODERATE ADVANCEMENT

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Prohibit the use of children in illicit activities.	2013
	Ensure that children who are working in the informal sector benefit from the same minimum age protections as children working in the formal sector.	2013
Enforcement	Provide labor inspectors with a system to record inspections and investigators with a system to record data on crimes involving all worst forms of child labor, and make both sets of data publicly available.	2009 – 2013
	Provide sufficient funding to the Prosecutor's Office and expedite prosecutions of those responsible for exploiting children in trafficking.	2013
Government Policies	Study the impact that the National Strategy for the Fight Against Poverty and Social Exclusion may be having on child labor.	2013
	Provide sufficient funding to implement the National Plan of Action on the Rights of the Child (2006–2015).	2012 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in farming.	2013
	Improve children's access to education by providing assistance to families to purchase school supplies and by ensuring children have identity documents.	2009 – 2013
	Study the impact that the Inclusion of Roma Children in Preschool Education project may have on child labor in Macedonia.	2013
	Increase the number of day centers and CSWs, and expedite reimbursement of NGO service providers at shelters for trafficking victims.	2009 – 2013
	Increase the capacity of the staff at the day centers and CSWs to meet the needs of rural and ethnic minority children.	2013

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# Madagascar

## MODERATE ADVANCEMENT

*In 2013, Madagascar made a moderate advancement in efforts to eliminate the worst forms of child labor. The former de facto Government developed a hazardous work list for children, conducted forced child labor and child trafficking-related investigations, and prosecuted seven perpetrators of child sex trafficking. National and regional committees on child labor continued their work, and the Government funded a center to provide services to children withdrawn from child labor. However, children in Madagascar continue to engage in child labor in agriculture and in the worst forms of child labor in mining. Moreover, implementation of policies was limited, labor inspections on child labor violations were lacking, and the number of social programs was inadequate to address the scope of the problem.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Madagascar are engaged in child labor in agriculture and in the worst forms of child labor in mining.(1, 2) Table 1 provides key indicators on children's work and education in Madagascar.



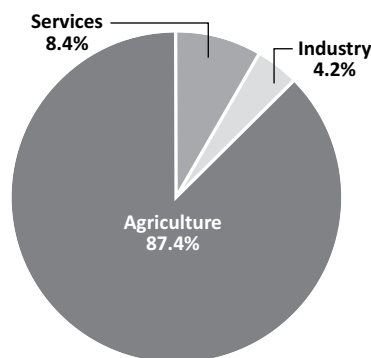
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.1 (1,206,992)
Attending School (%)	5-14 yrs.	69.1
Combining Work and School (%)	7-14 yrs.	15.4
Primary Completion Rate (%)		69.5

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the National Survey of Child Labor (Enquete Nationale sur le Travail des Enfants), 2007.(4)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of tea,* grapes,* wine,* cocoa,* sisal,* copra (dried meat of the coconut),* hemp,* and cotton* (1, 5-7)
	Hand-pollinating flowers, and working in the triage and drying process in the production of vanilla (1, 2, 8-10)
	Fishing*† and deep-sea diving,*† including for crabs,* sea cucumbers,* shrimp,* and oysters* (1, 11-16)
	Herding cattle (zebu),* goats,* and sheep* (1, 7, 11, 15, 17, 18)
Industry	Mining† gold,* sapphires, crystal,* quartz,* and tourmaline* (1, 11-14, 16, 19-22)
	Transporting blocks,† stones,† and water at mining sites (16, 19)
	Crushing and sieving, and digging hole† at mining sites
	Production of salt* (1, 14)
Industry	Quarrying and crushing stone and making gravel† (1, 14, 19, 22)
	Manufacturing, activities unknown (21)
	Production of charcoal* (1, 11)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Work in bars, activities unknown†
	Transporting bricks* to trucks or construction sites (23)
	Street work, including market vending, transporting goods by rickshaw, guarding vehicles, and fetching water for restaurants (1, 13, 24)
	Domestic service† (18, 25, 26)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation (1, 27-30)
	Forced labor, activities unknown (1, 32)
	Commercial sexual exploitation sometimes as a result of human trafficking (1, 13, 31, 32)
	Forced begging* (1, 33, 34)
	Debt bondage, activities unknown (19, 22)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Girls are trafficked from Madagascar to the Middle East for forced domestic service and commercial sexual exploitation.(35, 36) Informal employment agencies recruit children into domestic service who are subsequently subjected to forced labor within Madagascar.(32) Trafficking for the purposes of commercial sexual exploitation occurs in coastal cities, such as Toamasina , Nosy Be, Toliary, Antsiranana, and Mahajunga, as well as in the capital, Antananarivo.(36) Most child sex trafficking occurs with the involvement of family members, but friends, transport operators, tour guides, and hotel workers also facilitate the trafficking of children.(32, 36, 37) During the reporting period, limited evidence suggests child sex tourism increased, particularly in the coastal cities and in the capital.(27, 32) Parents may force their children into various forms of commercial sexual exploitation to earn money to support their families, in some cases, directly negotiating prices with clients.(32, 36, 37) Some children are fraudulently recruited for work in the capital as waitresses, maids, and masseuses before being coerced into commercial sexual exploitation. In some cases, the traditional practice of *tsenan'ampela* (*girl markets*), in which girls are sent to markets to attract a husband and arrange marriages, has led girls into commercial sexual exploitation.(19)

Children in the mining sector suffer from respiratory problems and diseases such as diarrhea and malaria.(19) Children are also at risk of injury from collapsing mines.(19) A growing number of children are involved in gold mining in the regions of Ilakaka, Anlamanga, Vakinankaratra, and Anosy.(11, 12, 17, 19, 20) Children dig mining holes, up to 15 meters deep and carry plastic sacks filled with air in order to be able to breathe. Boys as young as 10 go down the holes to collect earth that is sifted at nearby rivers.(19)

Children are particularly vulnerable to abuse and exploitation, less likely to attend school, and vulnerable to the worst forms of child labor due to the 2009–2014 economic and political crisis, ignited by a military-backed coup.(1, 21, 26) During the reporting period, credible presidential and legislative elections were held, resulting in an elected president and National Assembly taking office in January 2014.

In addition, children in Madagascar face significant barriers to education, including a lack of school infrastructure (especially in rural areas), vocational and technical training opportunities, and issuance of birth certificates needed for children to officially enroll in school.(19, 36) While the right to free education is enshrined in the constitution, with decreased donor funding due to the political crisis, the Malagasy government was unable to fully subsidize students' school fees, food, and school supplies.(33, 38) Families unable to pay these additional costs kept their children at home or sent them to work.(19, 30)




## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Madagascar has ratified all key international conventions concerning child labor (Table 3).

# Madagascar

## MODERATE ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 100 of the Labor Code (39)
Minimum Age for Hazardous Work	Yes	18	Article 101 of the Labor Code (16, 39)
List of Hazardous Occupations Prohibited for Children	Yes		Articles 101 and 103 of the Labor Code, Articles 10 and 17–22 of Decree N2007-563 (39, 40)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Article 15 of Decree N2007-563 (39, 40)
Prohibition of Child Trafficking	Yes		Article 15 of Decree N2007-563; Article 333 and 335 of Law 2007-038 (40, 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 13 of Decree N2007-563; Article 335 of Law 2007-038 (40, 41)
Prohibition of Using Children in Illicit Activities	Yes		Article 11 of Decree N2007-563 (40)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Ordinance No. 78-002 of 1978 (42)
Compulsory Education Age	Yes	16	Article 24 of the Constitution; Law 2008-011 (43, 44)
Free Public Education	Yes		Article 24 of Constitution (43)

\* No conscription or no standing military.

In 2013, the Government developed a hazardous child labor list; however, it requires cabinet approval and may be subject to change.(45, 46)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Civil Services and Labor's Division for the Prevention, Abolition, and Monitoring of Child Labor (PACTE)	Enforce child labor laws and coordinate, communicate, train, engage in research and development, administer, finance, and evaluate all activities in the context of the elimination of child labor.(1, 13, 47, 48)
Ministry of Justice	Enforce all laws pertaining to violence against children, including trafficking and commercial sexual exploitation of children.(1)
National Police Force's Morals and Minors Brigade	Investigate criminal cases involving minors, including issues of trafficking and commercial sexual exploitation of children.(1)
Department-level courts	Prosecute child labor convictions.(1)

Law enforcement agencies in Madagascar took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor had approximately 90 inspectors in the field and 30 in training.(4, 13) Although labor inspectors are generalists, they receive training on child labor and can conduct child labor inspections. Ministry of Civil Services and Labor's Division for the Prevention, Abolition, and Monitoring of Child Labor (PACTE) staff includes four labor inspectors and one researcher.(4, 46) However, PACTE does not have program funding, following budget cuts to the Ministry of Civil Services and Labor, whose total annual funding allocation in 2013 was 0.42 percent of the national budget.(1) No child labor inspections took place during the reporting period.(1)

### *Criminal Law Enforcement*

In 2013, child victims of various forms of abuse were referred to the Ministry of Population's 450 child protection networks, which provided protection and social services for children.(1) There were 68 trafficking-related investigations reported in 2013, a majority of these cases resulted in prosecutions, though the exact number was not available.(36) Reports indicate that a majority of these cases involved minors forced into domestic service. The National Police's Morals and Minors Brigade (PMPM) has a headquarters and 15 regional units across Madagascar.(36) Law enforcement officials estimated there were 68 trafficking and forced labor investigations in 2013.

The Brigade lacks sufficient resources, basic tools, and training for staff.(1, 36) Law enforcement officials reported that overall funding, human resources, transportation, and other necessities prevented proper enforcement of criminal laws related to the sexual exploitation of children.(1)

During the reporting period, the court in Nosy Be reported seven child sex trafficking convictions prosecuted under Madagascar's anti-trafficking legislation.(1, 36) The penalties imposed in these convictions ranged from 12 months to five years of imprisonment.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee on the Fight Against Child Labor	Coordinate programs, advise on child labor legislation and regulations, and monitor and pursue the implementation of the National Action Plan to Fight Child Labor. Led by the Ministry of Civil Services and Labor, with representatives from the Ministries of Education, Health, and Justice.(1, 17, 21, 47)
Regional Child Labor Observatories	Coordinate, monitor, and evaluate all activities relating to the elimination of child labor at the regional level, identify activities to promote child labor elimination, and compile and analyze data gathered to report it to the PACTE.(17, 47)
Regional Child Labor Committees	Coordinate child welfare policies and legislation.(1, 25)
National Child Protection Committee	Guide national child protection policy and programs, and coordinate child protection activities. Chaired by the Minister of Population and Social Affairs and made up of a steering committee and a technical commission of specialists.(1)
National Statistics Institute	Collect and process data to monitor implementation of the UN CRC.(15, 49)
Inter-Ministerial Anti-Trafficking Committee	Coordinate anti-trafficking efforts in Madagascar.(1, 32)

The effectiveness of the mechanisms to coordinate government efforts on child labor were hampered by budget constraints. The National Child Protection Committee, which was established in 2012, made no clear achievements during the reporting period.(1) The National Committee on the Fight Against Child Labor met throughout the year and committee members traveled to the Ihosy, Vakinankaratra, and Betsiboka regions to assess child labor.(1) Regional committees were active to various extents; for example, the regional child labor committee in the Sava region



# Madagascar

## MODERATE ADVANCEMENT

was appointed, received training, and developed its own action plan, primarily to address child labor in the vanilla sector.(1) Due to lack of funds, however, this committee faced severe limits on its ability to follow its action plan during the reporting period.(1)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Madagascar has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor (NAP) (2004–2019)	Aims to improve legal frameworks, increase awareness-raising campaigns, mobilize funds to extend action against child labor, and update databases on child labor.(19, 21, 48, 50)
Education for All Program (2013–2015)†	Sets out a comprehensive map to improve the quality of, and access to, basic education and includes child labor concerns.(19, 45) In 2013, the Government of Madagascar launched the new Education for All Program and the Provisional Education Plan.(43)
Provisional Education Plan (2013–2015)†	Integrates child labor issues into education policies.(45)
Decent Work Country Program (2008–2013)	Includes strategies to combat child labor, including through the promotion of social dialogue, principles, and fundamental rights of work and social protection.(51, 52)
United Nations Development Assistance Framework (2012–2014)	Includes strategies, such as training judiciary and police on child labor laws, to protect children from trafficking, commercial sexual exploitation, hazardous labor, and child domestic work; and to promote school inclusion.(53, 54)

† Policy was launched during the reporting period.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Madagascar participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and Caribbean countries and the Pacific group of states (ACP).(3, 55) Aims to strengthen institutional capacity to formulate and implement child labor strategies, including boosting family incomes through the provision of inputs to increase agricultural productivity in Madagascar. In 2013, the project included direct action programs targeting children in Vakinankaratra, Analanjirofo, Fénérive Est, and Marovoay.(45, 56)
Manjary Soa Center†	Government program that provides support and services to child laborers in Antananarivo, reintegrates children under 16 in the public education system, and provides tradecraft training to older children.(48, 57) In 2013, the Government provided \$35,797 to the Center for medical expenses, school kits, meals, and salaries for the Center's two instructors, doctor, and supervisor. The Center also removed 30 children from exploitative child labor.(1, 7, 21, 58)
Agir contre le travail domestique des enfants en Afrique et dans les pays de l'Union pour la Méditerranée	\$1.3 million, Government of France-funded, 3-year project that aims to combat child domestic labor in specific regions.(7, 59) In 2013, the project removed or prevented an estimated 230 children from engaging in domestic work in Antsirabe and provided them with professional training and assistance in finding decent work.(1)
UNICEF Education Support	\$30 million UNICEF-funded program to support the Government's interim plan on education.(46) The investment targets supporting data collection and development of an action plan in schools, building classrooms, distributing school kits and payments to teachers, training teachers (on how to reduce risk of child labor), and emergency response.
National Database	UNICEF-funded, national database managed by the Ministry of Population gathers data from nine regional, child protection networks.(36) In 2013, 2,837 cases of child exploitation were documented, including an estimated 182 cases that involved child trafficking.
Green Line	UNICEF-funded, Minor's Brigade-managed toll-free number received reports of child exploitation cases. The line received 741 reported calls; however, specific data on child- trafficking incidents was unavailable.(36)
Awareness Raising in Sakahara*†	Program that raises awareness about the hazards faced by children working in mines using radio announcements and talks with the <i>fokontany</i> (local chief).(19)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Public Investment Program for Social Action (PIP)‡	Government program that supports school attendance and training for street children and aims to remove 40 children a year from the worst forms of child labor.(21, 57)
Inclusive education support*‡	Government programs to provide back-to-school grants, awareness raising activities, in-kind support to schools, and access to income-generating activities that target children traditionally excluded from schools.(53)
Center for Socioeconomic promotion in Ambositra, Rakingaskara*‡	Vocational training in carpentry for young boys.(19)
Training sessions and awareness-raising on the rights of children	Ministry of Justice and UNICEF conducted trainings that included a specific module on human trafficking, as well as interviewing and listening techniques for police and gendarmes. In Antsirabe and Ambositrahe, the Government conducted awareness-raising workshops and trainings on child labor.(19)
Vocational Training and Agricultural Productivity Improvement Program (FORMAPROD)	\$33 million and \$2 million IFAD-funded loan and grant program that provides vulnerable groups, including uneducated young people and young women who are heads of households, with professional and vocational training to improve productivity and market agricultural products to increase household incomes. Estimated government contribution is \$7.9 million.(60, 61)
World Food Program School Feeding	World Food Program-implemented school feeding support.(62)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Madagascar.

Pending democratic elections, much of the donor funding for social programs in Madagascar remained suspended during the reporting period.(1)

In 2013, the Government allocated 0.1 percent of the state budget to the Ministry of Population's Child and Family Protection Division, which is responsible for providing social services to children and families..(1) Although Madagascar has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

The Government does not have programs that address the traditional practice of *tsenan'ampela*, which in some cases has led girls into commercial sexual exploitation. Existing child labor databases are not fully funded.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Madagascar (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Approve hazardous labor list	2013
Enforcement	Investigate and prosecute child labor and worst forms of child labor violations and ensure adequate funding, human resources, and transportation for enforcement.	2009 – 2013
	Clarify and ensure that information on prosecutions is publicly available.	2013
Government Policies	Reinvigorate efforts to implement existing policies, including by requiring regular meetings of the National Child Protection Committee.	2010 – 2013
Social Programs	Assess the impact of existing social programs on addressing child labor.	2010 – 2013
	Increase the scope of child labor and anti-trafficking programs to reach more children at risk of the worst forms of child labor.	2010 – 2013
	Provide funding for subsidies for school fees, food, and school supplies. Establish and implement a program to address the lack of school infrastructure, vocational and technical training opportunities, and birth registration, which impede children's access to education.	2011 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Conduct research to determine the activities carried out by children working in manufacturing, bars, forced labor, and debt bondage to inform policies and programs.	2013
	Disaggregate complaints made by child-protection hotlines by number of children exploited in child labor.	2013
	Increase awareness on the possible use of traditional cultural practices that might lead to commercial sexual exploitation of children.	2013
	Fully fund activities, such as the existing child labor databases.	2009 – 2013

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# Malawi

## MODERATE ADVANCEMENT

*In 2013, Malawi made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government updated its Education Act, making education compulsory, and launched its National Youth Policy. The Government held its first meeting of the Child Labor National Steering Committee and supported social programs to address child labor, particularly in the tobacco sector. However, children in Malawi continue to engage in child labor in agriculture and fishing. The Government has not finalized or fully implemented key legislation or policies protecting children from the worst forms of child labor, including the Child Labor Policy and the Child Protection Policy.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Malawi are engaged in child labor in agriculture and fishing.<sup>(1-3)</sup> Table 1 provides key indicators on children's work and education in Malawi. Data on some of these indicators are not available from the sources of this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	20.6 (885,333)
Attending School (%)	5-14 yrs.	81.3
Combining Work and School (%)	7-14 yrs.	22.2
Primary Completion Rate (%)		74.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(4)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Integrated Household Survey 3, 2010–2011.<sup>(5)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

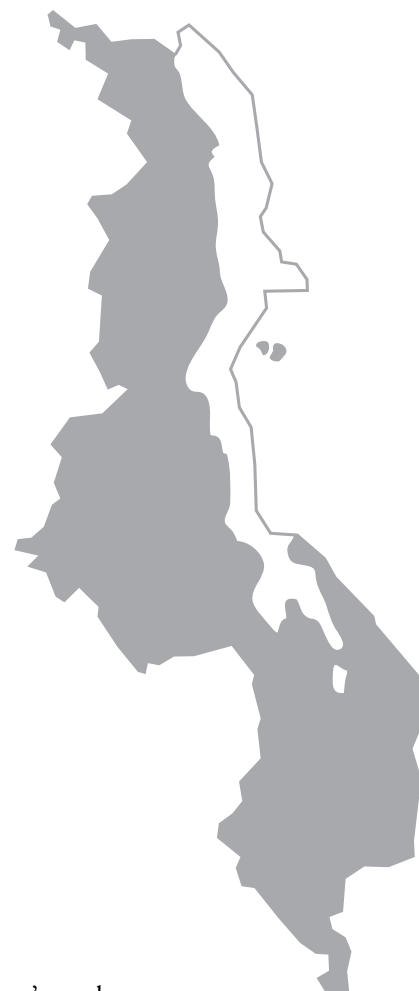
**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2, 6, 7)
	Planting and harvesting tea, cotton,* and sugar* (1, 8, 9)
	Clearing the land, building tobacco drying sheds, planting and harvesting tobacco†, cutting and bundling, weeding and plucking raw tobacco* (10-14)
	Catching, processing†, and selling fish* (2, 3, 9)
	Herding livestock* (9, 15, 16)
Industry	Quarrying and mining (2)
	Construction, activities unknown† (2, 7)
	Domestic work in third-party homes (7, 8)
Services	Ganyu (a form of casual labor) (16, 17)
	Begging† (16, 18)
	Vending and wholesale retailing (2, 7, 8, 16, 19)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (7, 8)
	Herding goat and cattle*, farming (predominantly tobacco), domestic work, and work in restaurants, brothels, and bars as a result of human trafficking (1, 18, 20-23)
	Forced begging and use in commission of crimes (17, 18, 22, 24)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.





Children are engaged in hazardous work in the production of tobacco.(7, 18) Children who handle tobacco risk illness from nicotine absorption, including green tobacco sickness.(12, 25, 26) Children are also exposed to pesticides and chemicals.(10, 26) Children may work alongside family members who are tenants on farms.(16) In this tenancy system, farm owners loan agricultural inputs to tenants and deduct the debt from future profits. Those who cannot meet production quotas and are unable to repay these debts may face debt bondage.(27)

Most labor trafficking of children in Malawi is internal.(18) Children, typically boys, are trafficked from southern Malawi to tobacco farms in Malawi's northern and central regions. Children are trafficked from Malawi to Tanzania for child labor in fishing. Children who are trafficked may be charged for their transport, food, clothing, and housing, and may be forced to work in debt bondage without resources to return home or provide for themselves.(18, 21)

Limited evidence suggests that girls from rural areas have been promised clothing and lodging from brothel owners, for which they are later charged high fees and are coerced to engage in commercial sexual exploitation to pay off their debts.(18)




Although primary education is free, barriers to education include families' socioeconomic pressures and inability to pay required school-related expenses such as books and uniforms.(1, 7, 28, 29) Despite some Government support for book subsidies for poor families and training and teaching resources for schools, resources overall are limited and students drop out for many reasons, including poor school conditions and the lack of school materials, uniforms, qualified teachers, and relevant school curricula.(1, 8, 16, 19, 30)

Children with family members with HIV/AIDS may assume the responsibility of the head of their households, sometimes becoming the primary caretaker to a sick parent and having to work to support their families.(31) These children, especially those who are orphaned, are at increased risk of entering into the worst forms of child labor.(32-35)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Malawi has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 21 of Employment Act No. 6 (36)
Minimum Age for Hazardous Work	Yes	18	Section 22 of the Employment Act No. 6 (36, 37)
List of Hazardous Occupations Prohibited for Children	Yes		Employment (Prohibition of Hazardous Work for Children) Order, 2012 (38)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Section 4 of the Employment Act; Section 27 of the Constitution; Section 82 of the Child Care, Protection, and Justice Act No. 22 of 2010 (25, 36, 37)
Prohibition of Child Trafficking	Yes		Section 140-147 and 257-269 of the Penal Code; Section 79 of the Child Care, Protection, and Justice Act No. 22 of 2010 (25, 39)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 137-138, 140, 142, 147, 155 of the Penal Code; Sections 23 and 84 of Child Care, Protection, and Justice Act No. 22 of 2010 (25, 39)
Prohibition of Using Children in Illicit Activities	Yes		Section 23 of Child Care, Protection, and Justice Act No. 22 of 2010 (25)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 19 of the Defense Force Act, 2004 (40, 41)
Compulsory Education Age	Yes	14	Education Bill, 2013 (4, 29)
Free Public Education	Yes		Presidential Podium Statement, 1994 (29)

\* No conscription or no standing military.

Malawian law has three different sources that speak to the minimum age for hazardous work. While Section 23 of the Constitution states that children under age 16 are entitled to protection from hazardous work, Section 22 of the Employment Act sets the minimum age for hazardous labor at 18.(36, 37, 42, 43) Additionally, the Child Care, Protection, and Justice Act defines children as persons 16 and under, and therefore its restriction on hazardous work does not protect children ages 16–18. Consequently, there is some confusion regarding the enforcement of the minimum age for hazardous work.(25, 42)

Section 21 of the Employment Act sets the minimum age for employment at 14 in agricultural, industrial, or non-industrial work.(36) However, it does not apply to work in homes, leaving child domestic workers vulnerable to exploitation.(36, 42) Section 79 of the Child Care, Protection, and Justice Act includes protections for children through age 16 from trafficking.(25, 44) Children age 17 are not protected. Article 142 of the Penal Code punishes permitting the sexual exploitation of girls, even though the sale of a child into prostitution is not prohibited. While the Penal Code prohibits pornography and criminalizes the procurement of prostitution, it only applies to girls, and it does not prohibit the sale of a child into prostitution.(39) The Penal Code includes provisions for indecent assault against boys; however, boys may still be vulnerable to sexual exploitation.(39)

While there is a legal framework for labor inspection of commercial farms, it does not cover inspections in private homes, including for domestic work, or privately owned farms.(42, 45)

The Tenancy Bill, first drafted in 1997, would regulate labor tenancy and include legal protections for children working in agriculture through the tenancy system.(7, 19, 43, 46) However, due to the exploitative nature of the tenancy system, including its impact on child labor, in 2013, the Ministry of Labor (MOL) supported outlawing the tenancy system, and is no longer pursuing passage of the Tenancy Bill.(45)

In October 2013, the Government passed the Education Bill, making education compulsory until age 14.(4, 45, 47, 48)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL) – Child Labor Unit (CLU)	Monitor and implement child labor law compliance through child labor monitoring visits.(49)
MOL – General Inspectorate	Perform inspections and investigate all labor complaints, including those related to child labor.(7)
Ministry of Home Affairs	Enforce trafficking laws and identify trafficking and child labor victims.(50)
District Labor Offices	Enforce child labor laws at the district level.(7)

Law enforcement agencies in Malawi took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, MOL was allocated roughly \$2.5 million for labor-related work; however, it is not clear how much was allocated for child labor activities.(7) The Child Labor Unit (CLU) had three full-time employees based in MOL in Lilongwe during the reporting period.(45) The Ministry advocated for CLU to be upgraded into a department, which would enable it to have staff members focused on children in each of the country's districts.(45)

Each of Malawi's administrative districts employed a District Labor Officer (DLO), who was responsible for all labor issues including child labor.(7, 45) In January 2014, MOL employed 29 DLOs and 120 labor inspectors, 60 of whom are dedicated to monitoring child labor.(7) District labor offices are directly funded from the Treasury.(7) According to MOL officials, DLOs were limited in their ability to carry out monitoring and reporting due to budget and resource constraints, including a lack of fuel for vehicles.(7, 45, 51)

Six hundred labor inspections were carried out in 2013.(7, 29) The Government did not conduct proactive labor inspections. Most labor inspections were conducted in response to reported labor law violations.(7) In the agricultural sector, inspectors focused on large, commercial farms due to limited resources.(7)

The CLU in MOL reported that there were six child labor violations in Kasungu District (a tobacco-growing region) in 2013, but could not give exact figures for the whole country.(18) All of the cases in Kasungu were settled out of court, and the offenders paid all wages due, including repatriation costs.

The Government operates a referral process to transfer trafficking victims detained by law enforcement authorities, though services remain limited.(18) Government officials reported providing assistance to several child trafficking victims at a social rehabilitation center in Lilongwe for orphans, vulnerable children, trafficking victims, and gender-based violence victims.

### *Criminal Law Enforcement*

Child labor cases during the reporting period were resolved through out-of-court settlements and payment of fines.(18) While reports on several trafficking cases were consolidated, the police did not systematically report child labor cases.(52) According to the Malawi Police Service's law enforcement data for seven districts, 15 trafficking offenders were convicted in 2013; however, it is not clear that all of these cases involved child trafficking victims. Reported penalties for convicted traffickers included fines and prison sentences of up to 30 months.(29) The Mchinji and Phalombe district police also provided information on trafficking cases in their districts, separately.(18) During 2013, Mchinji police reported arresting suspects in 10 trafficking cases, and obtaining eight trafficking convictions.(29) Phalombe police reported five investigations involving 12 suspects; each investigation involved boys and young men being sent to Mozambique for forced labor on farms. In Phalombe, eight traffickers were convicted, with sentences ranging from 12 to 18 months' imprisonment with hard labor, with two others convicted but given suspended sentences. The Kasungu District Social Welfare Office identified 59 child labor victims and returned them to their homes in 2013.(18)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Child Labor Network	Draft policies, identify resources, and harmonize programs and activities for the elimination of the worst forms of child labor.(46, 49, 53)
National Steering Committee on Child Labor	Provide policy guidance to support the elimination of child labor and implementation of the National Action Plan to Combat Child Labor (NAP). Chaired by the Ministry of Agriculture, members include representatives from government ministries, trade unions, employers, development partners, and civil society organizations.(18, 31)
Child Protection Technical Working Group	Oversee child protection issues. Includes representatives from the Government, international organizations, development partners, and NGOs and is chaired by the Ministry of Gender, Children, and Social Welfare.(7, 18)
District Child Protection Committees	Coordinate all child protection activities at the district level and improve local coordination on child protection issues. May be combined with a district orphan and vulnerable child committee and a district committee on child rights.(18)

The Child Labor Network met twice at the national level during the reporting period.(7, 45) In January 2013, the National Steering Committee on Child Labor held its first meeting in Malawi.(7, 49)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Malawi has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Child Labor (2010–2016)	Assigns roles and responsibilities for each ministry in charge of implementing child labor policies, provides a comprehensive framework to reduce the worst forms of child labor, and proposes concrete activities to support policies to combat child labor (33)
Employers' and a National Code of Conduct on Child Labor	Defines conditions under which children are prohibited from work (9)
National Education Sector Plan (2008–2017)*	Provides a framework for quality and relevant education to Malawians, including providing technical and vocational training and education for in and out-of-school youth (45, 54, 55)
National Youth Policy†	Includes strategies targeting youth ages 14–25, including creating more educational and training opportunities.(56) Launched in 2013.(7, 45, 57)
Malawi Decent Work Country Program (2011–2016)	Includes the priority of creating more and better employment and income-generating opportunities for vulnerable groups, including youth, women, and people with disabilities, as well as ensuring the elimination of the worst forms of child labor.(45, 58)
The United Nations Development Assistance Framework (UNDAF) (2012–2016)	Recognizes child labor as a common constraint to the creation of decent and productive employment. Proposes strategies to address child labor, including enforcement of existing labor laws, provision of labor services, and enactment of the pending legislation and policies.(7, 58, 59)
Malawi Growth and Development Strategy II 2011–2016 (MGDS II)	Includes strategies to eliminate child labor, such as integrating child labor issues into development initiatives and interventions; recognizes that poverty is the root cause of child labor; and specifically lists fighting child labor as a line item in MGDS II.(7, 58) Currently, MOL is mainstreaming child labor into all sectors of MGDS II to ensure consistency and relevance.(7, 60)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The National Child Labor Policy, which focuses on the issue of child labor and provides Government, civil society, and other partners with a framework to implement child labor programs and activities, awaits Cabinet approval and is not yet in effect.(18, 27) The Government has not finalized or fully implemented the Child Protection Policy, which outlines the Government's child protection strategy.(61)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Malawi funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)†	USDOL-funded, research project implemented by ILO in 10 countries, including Malawi, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(62)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research.(63)
Cooperation to Address the Worst Forms of Child Labor in Agriculture: Support to the International Agriculture Partnership	USDOL-funded, 4-year project that focuses on data collection and research on child labor in agriculture. The Government implemented an action plan to address child labor in agriculture and trained MOL and Ministry of Agriculture officials in strategies to identify and support child laborers.(64)
Child Labor Elimination Actions for Real Change	\$8 million Eliminating Child Labor in Tobacco Growing (ECLT)-funded, 4-year project that contributes to the elimination of hazardous child labor in tobacco-growing areas in Malawi within the context of NAP for the Elimination of Child Labor in Malawi. Targeted 14,725 boys, girls, women, and men.(7)
Policy Support to an ECLT-Sponsored Conference in Malawi on Child Labor in Agriculture	\$465,000 ECLT-funded, 2-year project provides technical and policy support to ECLT and Government of Malawi-sponsored 2012 National Conference on Child Labor in Agriculture and production of the conference outcome document.(65)
Achieving Reduction of Child Labor in Support of Education	Japan Tobacco International (JTI)-funded, 3-year project that provides strategies to improve livelihoods for families through training in agribusiness and entrepreneurship; raises awareness on child labor; and provides education support. With the Government, the project improved child labor laws and enforcement practices.(14)
Program to Reduce WFCL in Tobacco-Growing Communities in Malawi	\$1.3 million JTI-funded, 3-year project that reduces child labor in tobacco communities in Malawi.(65)
Project on Combating Child Labor in the Tobacco Industry	\$3 million JTI-funded project that in partnership with UNDP and the African Development Bank, addresses child labor in the tobacco industry through public-private partnerships.(7, 66)
One UN Fund program	Supports the Government of Malawi's current efforts to reduce poverty and seeks to enhance UN agencies' current activities to combat child labor(7)
One UN Fund Child Labor Projects	\$90,000 One UN Fund-funded 3-year project that improves social protection through the reduction of child labor in Malawi, and a \$58,400 1-year project improves social protection through the reduction of child labor in Malawi.(65)
National Social Support Program*	Supports interventions that target the most vulnerable children.(46, 67, 68)
Child Labor Monitoring System (CLMS)‡	MOL system supports continuous data collection, analysis, and reporting, and identifies working children and refers them to appropriate services.(18, 31)
Malawi Social Action Fund III*	\$51 million World Bank-funded 6-year project that provides loans for community development and social support programs.(69, 70)
Anti-Human Trafficking Project	Salvation Army-implemented project that provides rehabilitation and training. In 2013, the project identified 89 child Trafficking In Persons victims, and assisted in the return of 73 children to their homes. The shelter also provided short training programs in tailoring and carpentry to 15 children.(18)
National Social Cash Transfer*‡	Ministry of Gender, Child, and Social Welfare program that supports low-income families in high-risk districts to enable their children to stay in school.(18, 71, 72)
Shelter‡	Ministry of Gender, Child, and Social Welfare program that provides shelter for children in Lilongwe, and that takes in trafficked and street children.(7)
School Feeding Program*	World Food Program and U.S. Department of Agriculture-funded programs provide school feeding to help keep children in school.(73)
Birth Registration*‡	EU and UNICEF-funded program that ensures nearly all health facilities in Lilongwe register children at birth and supports Government computerization of birth data collected at the district level. The Government's National Registration Bureau initiated hospital birth registration in Zomba and Mulanje districts totaling 2,000 births in each district between August 2013 and February 2014.(18)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Child Protection Information Management System‡	Government of Malawi system that tracks child victims and survivors of violence, abuse, exploitation, and neglect.(7)
Helplines‡	Youth Net and Counseling (YONECO) child protection helpline handling approximately 5,000 calls per month, and successfully identifying cases of child sex and labor exploitation. Another child helpline in Kasungu District uses Lilongwe-based government operators.(18)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Malawi.

Although Malawi has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Malawi (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact or amend existing legislation to ensure that the minimum age for children employed in the homes is age 14.	2009 – 2013
	Address the inconsistency in the law for the minimum age for hazardous work, and ensure that the minimum age of 18 is enforced, in compliance with international standards.	2013
	Ensure children over 16 are protected from trafficking in persons.	2013
	Protect children currently involved in the tenancy system.	2009 – 2013
	Ensure that both boys and girls are protected from all forms of sexual exploitation.	2009 – 2013
	Ensure all forms of children's work, including children working in private homes (domestic service) and on non-commercial farms, receive legal protection.	2011 – 2013
Enforcement	Increase resources to CLU and district labor inspectors to conduct regular child labor inspections.	2009 – 2013
	Conduct more proactive labor law inspections and cover smaller farms in inspections conducted in the agricultural sector.	2013
	Provide information on the number of arrests, penalties, and convictions for trafficking of children, including for commercial sexual exploitation.	2013
Government Policies	Finalize and implement the Child Labor and Child Protection policies.	2009 – 2013
	Assess the impact that existing social policies may have on addressing child labor in Malawi.	2011 – 2013
Social Programs	Conduct research to clarify the impact of existing social programs, including cash transfer programs, on child labor.	2011 – 2013
	Increase the scope of existing social programs to reach more children at risk of the worst forms of child labor, and develop programs to target children in the fishing and herding sectors, specifically.	2011 – 2013
	Prioritize resources toward improving education infrastructure, teacher training, and other factors that may serve as barriers to education.	2012 – 2013

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*In 2013, Maldives made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified all key ILO Conventions on child labor and forced labor, which included ILO C. 138, ILO C. 182, ILO Convention 29, and ILO Convention 105, and enacted legislation prohibiting human trafficking. It also adopted an anti-trafficking plan for 2013–2014, and started an anti-trafficking awareness-raising campaign aimed at students and businesses. Additionally, it contributed funding to a World Bank–financed project to improve access to, and quality of, primary and secondary education. However, children in Maldives continue to engage in the worst forms of child labor in commercial sexual exploitation as a result of trafficking. The Government has not established a list of prohibited hazardous work activities for children. The compulsory education age of 13 also leaves children ages 13–16 vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Maldives are engaged in the worst forms of child labor in commercial sexual exploitation as a result of trafficking.(1-5) Table 1 provides key indicators on children's work and education in Maldives. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.9 (2,364)
Attending School (%)	5-14 yrs.	79.5
Combining Work and School (%)	7-14 yrs.	4.0
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2009.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Fishing,* activities unknown (5, 8) Activities unknown* (5)
Services	Domestic service* (5)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of trafficking (1, 2, 4)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.







Some girls from Bangladesh and Maldives are trafficked for commercial sexual exploitation to Malé, the capital, but evidence on the problem is limited.(1, 3, 9, 10) The UN Committee on the Rights of the Child has expressed serious concern about the commercial sexual exploitation of children in Maldives and has warned that a lack of research on this exploitation has contributed to widespread denial of the problem.(2) The Maldives Human Rights Commission has been assessing the scope of the trafficking in persons problem in the country, but its findings have not yet been published.(11, 12)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Maldives has ratified most key international conventions concerning child labor (Table 3).



**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

In January 2013, the Government ratified ILO C. 138 on the Minimum Age and ILO C. 182 on the Worst Forms of Child Labor, as well as ILO Convention 29 on Forced Labor and ILO Convention 105 on the Abolition of Forced Labor.<sup>(13)</sup> The Government has taken steps toward ratification of the Palermo Protocol, but has not yet ratified it.<sup>(3)</sup>

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Employment Act and Sections 16, 25, 26 and 27 of the Law on the Protection of the Rights of Children (14, 15)
Minimum Age for Hazardous Work	Yes	18	Employment Act and Sections 26 and 27 of the Law on the Protection of the Rights of Children (14, 15)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Employment Act (14, 16)
Prohibition of Child Trafficking	Yes		Sections 12-15 of the Prevention of Human Trafficking Act (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Child Sex Abuse (Special Provisions) Act; Ministry of Justice circular (2008/3), which amended Ministry of Justice circular 2008/1 on Penalty for Fornication and Sexual Offenders (3, 18)
Prohibition of Using Children in Illicit Activities	Yes		Drug Act (18)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Law on the Protection of the Rights of the Child, as amended in 2002 (12)
Compulsory Education Age	Yes	13	<i>Legislation title unknown</i> (19)
Free Public Education	Yes		Constitution (16)

\* No conscription or no standing military.

In December 2013, the President signed into law new legislation prohibiting human trafficking. The law covers both domestic and international trafficking, and appears to cover trafficking for labor and sexual exploitation of children.<sup>(3, 17)</sup>

The minimum age for employment does not apply to children working in family businesses.<sup>(10)</sup> Further, research has not found evidence of a hazardous work list of work activities prohibited to children.<sup>(4)</sup> The Child Sex Abuse (Special Provisions) Act criminalizes the use of children for prostitution and pornography, but under Article 14 of the Act, these offenses are not criminalized if the perpetrator and victim are married under Islamic Law. The Drug Act prohibits use of a child in drug trafficking.<sup>(10, 18)</sup> However, research found no evidence of a prohibition against the use of children in illicit activities in general. The compulsory education age leaves children ages 13–16 vulnerable to the worst forms of child labor, as they are not required to be in school, but are not permitted to work either.



### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Human Resources, Youth, and Sports' (MHRYS) Labor Relations Authority (LRA)	Enforce the child labor provisions of the Employment Act. Can assess minor fines and make recommendations to the Minister of Human Resources to assess additional fines or take other actions to penalize businesses.(10, 12)
Department of Immigration and Emigration (DIE)	Maintain a "blacklist" of employers who violate any provision of the Employment Act; employers on the blacklist cannot hire new workers until violations are corrected.(10)
Maldives Police Service (MPS)	Identify victims of trafficking in coordination with DIE. Has a Family and Child Protection Unit (FCPU) that investigates cases of commercial sexual exploitation and refers them to the Prosecutor General's Office for prosecution.(10)
Ministry of Gender, Family and Human Rights' (MGFHR) Family and Child Protection Services (FCPS)	Receive referrals of children who have been exploited, including in child prostitution, and provide care for such victims.(10, 18)
MGFHR's Anti-Trafficking Unit	Coordinate anti-trafficking enforcement efforts and referrals of victims to services. Maintain a 24-hour hotline. Established during the reporting period.(1)
Prosecutor General's Office	Prosecute crimes, including those involving the worst forms of child labor.(10)

Law enforcement agencies in Maldives took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Labor Relations Authority (LRA) was staffed with 10 labor inspectors and 6 investigation officers to inspect for any violations of the Employment Act.(10) No training specific to child labor was provided to inspectors during the year. No child labor violations were found by LRA during 2013. The number of inspections carried out during the year is not available.(10)

#### *Criminal Law Enforcement*

In 2013, an anti-trafficking unit was established within the Ministry of Gender, Family and Human Rights (MGFHR). However, it lacks a sufficient number of translators to process calls to its hotline.(1) The Family and Child Protection Unit (FCPU) had 25 officers to process child abuse cases in Malé, as well as officers in stations throughout the country's many islands. The Prosecutor General's Office employed 45 prosecutors for all areas of its work, across the country.(10) Investigators do not have sufficient funding and resources such as office facilities and transportation. (10) Research was unable to determine how many children involved in the worst forms of child labor had been referred to MGFHR for services, nor was it able to find updates on the three cases of child prostitution that were handled by the Maldives Police Service (MPS) in 2012.(10, 18)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a committee to coordinate actions regarding human trafficking, research found no evidence of coordinating mechanisms to combat child labor, including all its worst forms.(1)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Anti-Human-Trafficking Steering Committee	Charged with counter-trafficking coordination and implementation of the country's anti-trafficking action plan.(1, 10) Reconstituted in December 2013 pursuant to the new law on trafficking and is now led by LRA within MHRYS. Other members include MPS, the Supreme Court, the People's Majlis (Parliament), the Attorney General's Office, the Prosecutor General's Office, the Human Rights Commission, the Ministry of Foreign Affairs, the Ministry of Home Affairs, the Department of Immigration and Emigration, the Customs Service, the Ministry of Islamic Affairs, and the NGO, Advocating the Rights of Children.(3, 17)

# Maldives

## MODERATE ADVANCEMENT

The newly reconstituted anti-trafficking committee met a number of times in early 2014. However, NGOs have raised concerns that the change of leadership from MGFHR to the Ministry of Youth and Sports (MHRYS) may hamper the work of the committee.(3) Specific concerns include a lack of awareness of the issue among MHRYS.(3)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Maldives has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Anti-Trafficking Plan, 2013–2014†	Formally adopted in February 2013.(12) Contains seven goals the Government of Maldives has set to combat trafficking, which are to enact legislation prohibiting the crime, strengthen interagency coordination, raise awareness, build capacity, improve border control, expand international cooperation and ratify relevant international instruments on trafficking, as well as monitor implementation of the plan.(1, 3, 20)
UNDP Country Program for the Maldives, 2011–2015*	Aims to support ILO in developing a Decent Work framework to address youth unemployment, among other issues. Started in 2011 and runs through 2015.(21) Also aims to promote equitable access to justice and rule of law by increasing the capacity of the Prosecutor General's Office and the employment tribunals, and by training these institutions on human rights issues.(21)
Maldives Strategic Action Plan*	Establishes policies to strengthen child and family protection service delivery at the central and provincial levels. Establishes and strengthens alternative care systems for children.(22) Recognized by the World Bank and other development partners as the country's Poverty Reduction Strategy Paper.(10, 22)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

Although the Anti-Trafficking Plan was launched during the reporting period, there were no funds to implement it. Funds were not available to LRA because of the change in leadership on the issue of trafficking from MGFHR to MHRYS.(12) LRA is working to formulate an updated Anti-Trafficking Action Plan and budget.(3, 12)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Maldives funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Blue Ribbon Campaign Against Human Trafficking†	Government campaign that aims to raise awareness of human trafficking in Maldives among students and the business community. Began in 2013, and implemented by the Ministry of Foreign Affairs.(23)
MGFHR's FCPS*	MGFHR-operated centers on many of the country's islands provide services such as temporary shelter, vocational training, and rehabilitation and counseling for children in need, which could include children rescued from abusive work situations.(2, 11, 18) FCPS established four new "safe homes" in early 2014 to provide short-term protections for women and children.(10)
Trafficking in Persons Victims Shelter	Government-operated shelter in Villingili island dedicated to trafficking victims. During 2013, provided services to women trafficking victims, but no children were served.(3)
Child Help Line	Government-maintained hotline used to report cases of child abuse and general issues that children face. No complaints involving child labor issues were forwarded from the hotline to LRA or MHRYS during 2013.(12, 24)
UNICEF Country Program*	UNICEF program that works with the government to monitor schools to ensure authorities and communities maintain safe and sanitary learning environments for children.(25) Also works to build capacity of FCPS staff to protect children from violence and abuse. Advocates for increased protections for children who are victims and witnesses of crimes.(25)
Enhancing Education Development Project*†‡	Jointly financed by World Bank and Government of Maldives. Approximately \$10 million World Bank and \$1 million Government of Maldives 5-year project that aims to strengthen access to and quality of primary and secondary education in Maldives.(26)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is partially funded by the Government of Maldives.

Social workers employed by MGFHR are in need of additional training.(10) Further, research found no evidence of any programs that specifically address the worst forms of child labor in the commercial sexual exploitation of girls.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Maldives (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the Palermo Protocol.	2013
	Amend the law to ensure that the minimum age for employment applies to family businesses.	2013
	Amend the Employment Law, or enact regulations specifying the work activities and processes that are hazardous and prohibited to children.	2009 – 2013
	Raise the compulsory education to age 16, the minimum age for work.	2011 – 2013
	Enact laws to criminalize all child prostitution and child pornography, even when it occurs within a marriage relationship.	2010 – 2013
	Prohibit the use of children by adults in all illicit activities.	2013
Enforcement	Ensure that the labor inspectorate receives training on child labor issues.	2009 – 2013
	Make publicly available information on the number of inspections, number of children referred for services, and the status of investigations into worst forms of child labor, such as child prostitution.	2013
	Increase the number of translators working on MGFHR anti-trafficking unit's hotline.	2013
	Provide sufficient funding to FCPU and Prosecutor General's Office to ensure investigators have needed resources.	2013
Coordination	Establish a coordination mechanism to combat child labor.	2009 – 2013
	Build the capacity of MHRYS on the issue of trafficking.	2013
Government Policies	Assess the impact that existing policies to promote decent work and alleviate poverty may have on addressing the worst forms of child labor, particularly in commercial sexual exploitation.	2009 – 2013
	Conduct and publish research on commercial sexual exploitation and trafficking of children to determine whether better targeted policies and services are necessary.	2009 – 2013
	Update, fund, and implement the Anti-Trafficking Action Plan.	2013
Social Programs	Study the impact that Maldives' child protection and education programs may have on child labor.	2013
	Provide additional training to MGFHR social workers.	2013
	Develop and implement programs to address the worst forms of child labor in the commercial sexual exploitation of girls.	2009 – 2013

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# Maldives

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*In 2013, Mali made a moderate advancement in efforts to eliminate the worst forms of child labor. In early 2013, children were recruited and used for military purposes by non-state groups and independently acting pro-government militias. Some recruited combatants were also detained and charged with crimes for their association with the armed conflict. During the reporting period, the Government signed an inter-ministerial circular to provide legal protection to children involved in armed conflict; signed and implemented a protocol agreement to provide social protection to children associated with armed conflict; disbanded some pro-government militias that were using child soldiers; and funded the National Unit to Fight against Child Labor. Children in Mali continue to engage in the worst forms of child labor as child soldiers and in agriculture and gold mining. Laws relating to the worst forms of child labor do not provide adequate coverage and gaps in enforcement have left children unprotected.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mali are engaged in child labor, including in agriculture and gold mining.(1-8) Table 1 provides key indicators on children's work and education in Mali.

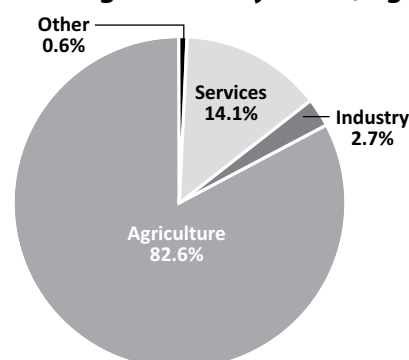
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	46.4 (1,700,782)
Attending School (%)	5-14 yrs.	42.0
Combining Work and School (%)	7-14 yrs.	20.5
Primary Completion Rate (%)		58.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2005.(10)

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Seeding, weeding, plowing, harvesting, transporting, and applying chemical fertilizers in agriculture,† particularly in the production of rice and cotton (1, 5, 8, 11, 12)
	Raising livestock, including oxen,* and small ruminants,* (1, 12, 13)
	Capturing and processing fish,*† activities unknown (14)
Industry	Gold mining,† including digging shafts, extracting ore from underground tunnels, crushing ore, and amalgamating ore with mercury (5, 6, 8, 11, 15-19)
Services	Domestic service in third-party homes (1, 5, 11, 20-23)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Hereditary slavery, particularly in agriculture and domestic service (5, 8, 11, 24-26)
	Work in mining, domestic service, begging, commerce, and the production of agriculture, including rice, as a result of human trafficking (5, 8, 11, 27)
	Commercial sexual exploitation sometimes as a result of forced labor or human trafficking (5, 6, 8, 11, 28-32)
	Child soldiers, sometimes as forced labor (2-4, 33-46)
	Debt bondage in salt mines (8, 11, 14)
	Forced begging and forced labor in the agricultural sector as a result of recruitment by Koranic teachers (1, 5, 11, 12, 27, 47, 48)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children, especially of the Bellah community (also known as black Tuaregs, who were former slaves), are subject to hereditary slavery in northern Mali.(11, 22, 24) In addition, children, particularly those of the Songhai ethnicity, work in debt bondage in the northern salt mines of Taoudenni.(8, 49) Boys, placed in the care of Koranic teachers for the purpose of education, are forced by their teachers to beg on the street or to work in fields; they must then surrender the money they have earned to their teachers.(1, 5, 8, 27) Other Koranic teachers force the boys to work their land for free.(12, 27, 47)

In January 2012, attacks against the Malian army were carried out by the National Movement for the Liberation of Azawad (MNLA), Al-Qaeda in the Islamic Maghreb (AQIM), Ansar al-Dine, and the Movement for Unity and Jihad in West Africa (MUJAO). From April 2012 to early 2013, these groups claimed control of northern Mali.(22, 39) In January 2013, with the assistance of a French-led international military intervention, the Government took back key areas of northern Mali. In June 2013, the Government signed a preliminary peace accord with the armed groups of Northern Mali, who had taken over the northern region of Kidal after the French had ousted the extremists.(50-53) The Government of Mali remained in a State of Emergency through July 2013.(8) Despite some progress, intermittent fighting and violence continued throughout 2013.(51, 54-57)

From early 2012 to early 2013, armed rebel and extremist Islamic militia groups including the MNLA, Ansar al-Dine, the MUJAO, and AQIM recruited and used child soldiers in northern Mali.(2-4, 7, 33, 35-41, 58) More than 1,000 Malian children, including Malian children in neighboring refugee camps, were forcibly recruited or sold, or were willingly paid by extremist groups to fight.(2, 4, 33, 36, 39, 58, 59) Reports indicate that some families were forced to sell their children, or willingly received as much as \$2,000 per recruited child, while other children received up to \$30 per day to fight.(4, 33, 36, 39, 59, 60) Limited evidence indicates that some children held in traditional slavery were sold by their masters to Islamic extremists to fight. Limited evidence indicates that Koranic teachers recruited their students to serve as soldiers for extremist groups.(2, 58) Children as young as age 9 carried assault rifles, staffed checkpoints, gathered intelligence, guarded prisoners, conducted foot patrols, and participated in looting and extortion.(2-4, 58, 61) Limited evidence indicates that children were used as mine sweeps, servants, and human shields. Some girls were used by armed groups for sexual exploitation.(3, 58, 62) Limited evidence indicates that a disproportional number of child recruits were of Arab, Songhai, Peul, and Tuareg ethnicities.(34, 58) Although the prevalence of child soldiers was reduced during the reporting period, children continued to participate in armed conflict throughout the year.(63)

Children were also recruited by, trained by, and fought in combat with pro-government counterinsurgent militias, including the Liberation Front of the North, Gando Koy, and Gando Izo.(4, 39, 41, 58) In some instances, these pro-government militias, without the consent of the Government, trained on Government land. Soldiers within the army, acting independently, provided training to these militias.(4, 8, 39, 41, 58, 64-66)




In northern Mali, access to education, which can be a critical component in preventing the economic exploitation of children, has been significantly hindered by violence, displacement, and school closures.(38, 40, 56, 58) During the occupation, schools were vandalized, destroyed and pillaged; computers and books were burned; and teachers and students were displaced.(56, 67-69) In addition, Koranic schools, taken over by extremists were used to recruit child soldiers. Other schools were used as military storage and training bases.(34, 35, 39, 56, 58, 61) Although the Government made progress returning 80 percent of children to school in 2013, educational infrastructure was damaged during the conflict; many teachers and students remain displaced; some teachers in insecure areas feel it is unsafe to return to school; and schools in some areas have not provided teacher payment, housing, or travel allowances.(56, 67, 69-71) A UN Mission conducted in October 2013 noted that schools in the northern region were barely functioning.(67)

Access to education nationwide is hindered by a chronic shortage of teachers, school materials, and infrastructure, and transportation.(8, 38, 48, 72) In addition, evidence suggests that incidences of physical, psychological, and sexual abuse, including corporal punishment and the rape of students by teachers, prevent some children from remaining in school.(73, 74) Due to societal discrimination at the local level, some Arab, Peul, and Bellah children are denied access to school based on their ethnicity.(22, 75)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Mali has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Articles 189 and L.2 of the Labor Code (76)
Minimum Age for Hazardous Work	Yes	18	Hazardous occupation list; Article 189.14 of the Labor code (76, 77)
List of Hazardous Occupations Prohibited for Children	Yes		Hazardous occupation list; Article 189 of the Labor Code (76, 77)
Prohibition of Forced Labor	Yes		Article L.6 of the Labor Code (76)
Prohibition of Child Trafficking	Yes		Penal Code; Trafficking in Persons Law (78, 79)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 228 of the Penal Code (78)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 17 of the Child Protection Code; Articles 31.23 and 31.31 of the Penal Code (78, 80)
Minimum Age for Voluntary Military Service	Yes	18	Article 17 of the Child Protection Code; Articles 31.23 and 31.31 of the Penal Code (80, 81)
Compulsory Education Age	Yes	16	Article 18 of the Constitution (82, 83)
Free Public Education	Yes		Article 18 of the Constitution (82)

Against the backdrop of instability and violence, areas of northern Mali remained under rebel control through early 2013. These areas were therefore ungovernable by the Government of Mali.(50, 51, 53, 84, 85) During that time, the Government of Mali was unable to enforce laws in these northern rebel-controlled zones.(50, 51, 53, 84, 85)

Malian law is not completely consistent with international standards regarding child labor. For example, Article 189.35 of the Labor Code allows children under the minimum age to work with the approval of the Minister of Labor.(76, 86) In addition, children working in the informal sector, including in non-contractual agricultural and domestic work, do not benefit from the same protections under the Labor Code as children working in the formal sector.(87)

Although Mali has a list of hazardous activities prohibited to children under age 18, a decree from 1996 that is still in force permits children ages 16 to 17 to perform certain hazardous activities. The decree conflicts with the protections provided in the hazardous list.(77, 86) This gap could expose these children to increased risks.

The Child Protection Code provides protection for children under age 18, while the Penal Code establishes criminal penalties for several of the worst forms of child labor.(78, 80) For example, Articles 50 and 58 of the Child Protection Code identify begging as a form of economic exploitation of children, while Article 183 of the Penal Code provides for punishment for engaging a child in begging. However, the Penal Code does not provide penalties for some of the prohibitions enumerated in the Child Protection Code.(78, 80) For example, although Article 17 of the Child Protection Code prohibits children under age 18 from participating in armed conflicts or joining the armed forces, Articles 31.23 and 31.31 of the Penal Code only provide penalties for those recruiting and enlisting children under age 15.(78, 80) Moreover, although Article 18 of the Child Protection Code prohibits the use of children in organized crime, no law prohibits the use of a child for illicit activities.(80, 88, 89)

Article 228 of the Penal Code prohibits the debauchment of children. However, the prohibition of the debauchment of children only applies to children under age 13.(78) Article 225 of the Penal Code forbids third-party involvement in prostitution (pimping) and the sexual slavery of children. However, the law that prohibits these acts is only applicable to girls.(78) Furthermore, since provisions of the Penal Code only apply to cases of pimping, those soliciting or purchasing sex from minors are not punishable under this law. Article 57 of the Child Protection Code explicitly broadens the definition of sexual exploitation, including prostitution, to both girls and boys.(78, 80) However, there are no penalties prescribed by this Code.(78)

Although the Penal Code bans slavery, no penalties are outlined for the offense.(78) Forced labor is prohibited under the Labor Code. However, the punishment for forced labor is only a fine and/or imprisonment for 15 days to 6 months.(76) Although the exploitation of children, including slavery and commercial sexual exploitation is prohibited by the trafficking in persons law, it is unclear if they are prohibited as standalone offenses, outside of the context of trafficking.(79)

By law, education is free and compulsory in Mali.(8, 80) However, parents are expected to pay school fees for registration, uniforms, books, and materials. These expenses may deter families from sending their children to school.(22, 49, 75)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Youth, Labor, Employment, and Professional Training/ National Directorate of Labor	Receive and investigate complaints and perform unannounced labor inspections in the formal labor sector.(5, 62, 90)
The Ministry of Justice	Initiate and coordinate the implementation of child labor laws, together with the Ministries of Internal Security, Defense, Territorial Administration, and the Promotion of Children.(62, 91)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
The Morals Brigade of the National Police	Enforce laws relating to trafficking and the commercial sexual exploitation of children. Housed under the Ministry of Internal Security.(5, 62)
Judicial Police	Enforce laws relating to the use of children in illicit activities. Housed under the Ministry of Internal Security.(5, 62)
The Ministry for the Promotion of Women, Children, and the Family	Provide support to victims of trafficking.(92)

Criminal law enforcement agencies in Mali took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

### ***Labor Law Enforcement***

In 2013, the National Directorate of Labor employed 54 labor inspectors.(5) Given the prevalence of child labor in the country, the number of labor inspectors is inadequate.(5) In addition to inspection duties, inspectors provide dispute settlement and conciliation. These additional responsibilities detract from labor inspectors' abilities to complete workplace inspections.(93) The additional responsibilities also make it difficult for the small number of labor inspectors to effectively enforce child labor laws.(76, 86, 90) None of the labor inspectors specialize in child labor. However, one person in each region is designated as the point of contact for the National Unit to Fight Against Child Labor.(5) Due to the continued violence in northern Mali, labor inspectors do not operate in the northern region.(5, 90) The budget for the National Directorate of Labor is unknown. However, research shows that, despite decentralization efforts, funds are rarely allocated to regional offices.(5) The number of inspections carried out, violations cited, fines assessed, or fines collected during the reporting period is unknown.

### ***Criminal Law Enforcement***

In 2013, the Morals Brigade employed seven investigators and two commissioners.(5) Morals Brigade officers did not receive training on the worst forms of child labor in 2013. However, some police officers and magistrates were trained on children's rights.(5) The Morals Brigade does not have national coverage.(94) Although the Morals Brigade was created to handle criminal affairs involving children, the main police force has no explicit obligation to turn children's cases over to the morals Brigade. As a result, many children's issues are handled by members of the general police force who may not have received special training on children's affairs.(94) In 2013, the Morals Brigade received 120 liters of fuel every three months and a budget of \$1,200. Provisions were insufficient. For example, the 120 liters of fuel typically covered two weeks of transportation.(5)

In 2013, the Morals Brigade reported 23 cases of child forced labor in mining and 5 cases of child sexual exploitation. Three arrests were made for the facilitation of prostitution.(5) Law enforcement officials also arrested 5 individuals who forced 22 Malian girls ages 10–15 into prostitution.(63) The Morals Brigade repatriated 27 foreign children who were victims of forced labor perpetrated by five Koranic teachers, and 29 Nigerian girls who were trafficked to Mali for sexual exploitation.(5) Other victims of the worst forms of child labor were referred to NGOs for repatriation.(5) According to prosecutors in Mali, almost all of the individuals arrested for the crimes listed above are awaiting trial. Some individuals facing trafficking charges were released for a lack of evidence.(5, 63) The Government of Mali undertook few criminal investigations, the quality of which were limited, due to a lack of resources and continued political instability.(63) As a result, prosecutions were limited.(63) In addition, the trafficking in person's law, adopted in 2012, has yet to be distributed to judges to ensure their knowledge of the law.(63) Reports indicate that, because of the political instability hindering law and judicial enforcement in northern Mali, the prevalence of hereditary slavery has worsened since the conflict began.(95)

Mali maintains an informal system through which the police transfer and record the transfer of children to NGOs. However, Mali does not have a formal method for transferring vulnerable children who are detained by the police and the Morals Brigade to NGOs.(11, 48, 92) The Ministry of Women, Children and the Family participates in a network

of NGOs, and UN bodies that coordinate to provide care specifically to trafficking victims. Organizations within the network provide transportation, food, housing, counseling, training, repatriation, and reintegration services.(63) In 2013, the network provided services to 79 child and adult victims of trafficking.(63)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Unit to Fight Against Child Labor (Cellule Nationale de Lutte Contre le Travail des Enfants (CNLTE))	Coordinate Mali's efforts to eliminate child labor.(96, 97) Reduce the worst forms of child labor by collecting statistics, coordinating programs, and acting as a liaison with partners.(98) Comprises seven members.(96, 98)
The National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices	Coordinate Government efforts to combat trafficking. Has 43 members, comprising various Government agencies, civil society groups, and NGOs.(5, 47, 49)
Inter-Ministerial Committee to Prevent Grave Violations Against Children.	Conduct awareness-raising campaigns to prevent the recruitment and use of children in armed conflict. Conduct joint missions with international partners to determine the presence of children in self-defense militias.(58)

There is no evidence that the Inter-Ministerial Committee to Prevent Grave Violations Against Children conducted meetings, took action to implement awareness-raising campaigns or conducted joint missions to determine the presence of child labor in self-defense militias during the reporting period.(91) In 2013, the National Unit to Fight Against Child Labor (Cellule Nationale de Lutte Contre le Travail des Enfants (CNLTE)) received a budget of \$150,000. This is the first year the unit has ever received funding dedicated specifically to its activities.(5, 91) Although the CNLTE is named the official coordinating body for child labor policy, the multiplicity of government structures sharing some of this responsibility leads to an inefficient and cumbersome system. Currently, the Ministry of Justice; the Ministry for Women; Children and the Family; the Ministry of Internal Security; and the Ministry of Labor share this responsibility.(5, 90)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mali has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan to Combat Child Labor (2011–2020) (NAP)	Aims to eradicate the worst forms of child labor by 2015, and all exploitative child labor by 2020.(14, 99, 100) Calls for improving the judicial framework; increasing awareness on child labor; withdrawing children from the worst forms of child labor; providing these children with appropriate remediation services; and improving the livelihoods of families.(14) Falls under the direction of the National Unit to Fight Against Child Labor and is to be implemented in conjunction with 14 other ministries, including the Ministries of Education; Agriculture; Mining; Justice; and Women, Children, and the Family.(14)
PRSP (2012–2017)*	Provides a framework for Mali's growth and poverty reduction agenda over the next five years.(101) Aims to improve access to and the quality of education; increase food security; increase employment opportunities for youth; and increase protection for and programs to assist women, children, and vulnerable groups. Contains specific plans to develop an emergency plan for children involved in armed conflict.(101)

\*The impact of this policy on child labor does not appear to have been studied.

Coordinating agencies under the National Plan to Combat Child Labor (NAP) held regular meetings. However, there is no evidence that implementation of the plan has begun.(5, 91)

In February 2013, an Inter-Ministerial Circular (Circular) was signed on the prevention, protection, and reintegration of children in armed conflict.(58) The Circular references Article 28 of the Penal Code, which states that penalties prescribed by the Penal Code are not applicable to crimes committed out of self-defense or under a force that



could not be resisted. The Circular states that Article 28 of the Penal Code is applicable to children involved in armed conflict.(78, 102) However, the Circular does not define the age range of children it covers.(103) Given the discrepancy between the Penal Code and the Child Code regarding the definition of children involved in armed conflict, the lack of a defined age range in this Circular may leave children ages 16-17 unprotected. The Circular calls on families, local authorities, and child protection agencies to work together to ensure children withdrawn from armed forces are reintegrated or placed in another location of their choosing.(102)

On July 1, 2013, the Government of Mali and the UN signed a protocol agreement to protect children associated with armed conflict (Protocol).(5) The Protocol established a procedure to transfer these children to a UNICEF interim care center.(5, 61) In accordance with the Protocol, 19 children detained by the MNLA were released.(5) Following the signing of the Protocol, 25 child soldiers were placed in the UNICEF-supported center for care.(5, 63, 91, 104) However, four of the children in the shelter are facing charges for rebellion, criminal association, threatening state security, and conspiring against the state.(104) In addition, as of December 2013, nine children remained in detention. Some children were held in detention with adults.(61, 105, 106) During the reporting period, the Government disbanded Gando Izo and Gando Koy and placed the children trained by these groups into rehabilitation centers.(8) The fate of the remaining child soldiers is unknown.(56, 106) Evidence does not reveal any efforts made by the Government of Mali to prosecute offenders of or enforce laws relating to the use of child soldiers.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Due to the 2012-2013 violence, child labor-related programs were withdrawn from Mali. Some child labor-related programming was reinstated towards the end of 2013.(107) The Government of Mali participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Back to School Campaign†*	\$4 million, UNICEF-implemented project to return children and teachers to school following the 2012-2013 violence. Supports 200,000 students and 4,000 teachers with school kits and teacher training as they return to school.(107, 108)
Out of School Youth Program†	\$30 million, USAID-funded, 5-year project implemented by the Education Development Center. Provides education and technical and work readiness training to approximately 10,000 out-of-school youth (ages 14–25). Aims to improve youth employment prospects. Implemented in partnership with the private sector and the Ministries of Youth, Education, and Employment. (107, 109)
Action Plan for the prevention, the retrieval from, and the social and professional reinsertion of thousands of children at risk or victims of the worst forms of labor in small artisanal mining in the Sikasso region	\$120,000, 2-year, ILO-implemented project to partially implement one of six components of Mali's NAP. Targeted child labor in artisanal gold mining in the Sikasso region.(91)
Support Program to expand the observation and monitoring of the work and trafficking system of children in the Sikasso region of Mali	\$120,000, 2 year, ILO-implemented project that provides support to the CNLTE to support a CLMS in the districts of Bougouni, Kolondieba, and Sikasso. These funds complement the \$150,000 provided by the Government of Mali for this purpose.(91)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

Although Mali participates in some programs to reduce the worst forms of child labor, the scope of these programs is insufficient to fully address the scope of the problem. In addition, Mali does not fund or participate in programs to address child labor in agriculture, domestic service, fishing, forced begging, commercial sexual exploitation, domestic slavery, or debt bondage.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mali (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Remove exceptions in the law that allow children under age 14 to work outside of light work.	2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2010 – 2013
	Amend the decree that permits certain hazardous activities for children ages 16 and 17 so it aligns with the hazardous list.	2009 – 2013
	Enact laws to provide penalties for violations of the worst forms of child labor, including for all children under age 18 who are involved in armed conflict and to ensure that the use, procurement, or offering of a child for prostitution is prohibited for both girls and boys.	2009 – 2013
	Criminalize and provide appropriate penalties for child slavery and forced labor, the commercial sexual exploitation of children, forced begging, the recruitment and use of children ages 15 to 18 as child soldiers, and for the use of children in illicit activities.	2009 – 2013
Enforcement	Ensure the labor inspectorate, including regional offices, have adequate staff and resources to conduct inspections.	2012 – 2013
	Take measures to effectively enforce laws relating to child labor, particularly in northern Mali.	2013
	Collect and make public information on the number of labor inspections and penalties assessed, as well as criminal investigations, prosecutions, and convictions related to the worst forms of child labor.	2010 – 2013
	Ensure the Morals Brigade has adequate coverage and resources, that local police receive adequate training on the worst forms of child labor, and that the Morals Brigade and local police coordinate on the cases of minors with the intention of providing services in the best interest of the child.	2011 – 2013
	Enforce laws relating to child soldiers and slavery, including hereditary slavery and forced labor.	2012 – 2013
	Apply the provisions of the Circular and the Protocol to cases in which criminal charges have been brought against children involved in armed conflict and provide appropriate social protection services to these children.	2013
	Distribute the anti-trafficking in persons law to judges so they are aware of the requirements of the law.	2013
Coordination	Streamline coordination across agencies, including by ensuring coordination between the National Unit to Fight Against Child Labor and other overlapping agencies.	2010 – 2013
	Ensure the Inter-Ministerial Committee to Prevent Grave Violations Against Children meets regularly and takes action to fulfill its mission.	2013
Government Policies	Assess the impact that existing policies may have on addressing the worst forms of child labor.	2013
	Take measures to implement the NAP.	2012 – 2013
	Define the age of children protected by the Inter-Ministerial Circular on the Prevention, Protection, and Reintegration of Children in Armed Conflict and ensure the defined age range complies with international standards.	2013
Social Programs	Conduct research to determine the activities carried out by children raising livestock and working in the fishing industry to inform policies and programs.	2013
	Take measures to ensure children's safety in schools and to ensure all children have access to education, no matter their ethnicity or gender.	2010 – 2012
	Develop, expand and improve programs to prevent children's involvement in child labor by developing and implementing effective model programs to withdraw children from the worst forms of child labor in agriculture, domestic service, fishing, forced begging, commercial sexual exploitation, domestic slavery, and debt bondage.	2009 – 2013
	Expand and improve programs targeting children in armed conflict, including programs targeting the disarmament, demobilization, and reintegration of child soldiers.	2012 – 2013
	Formalize Mali's system for transferring detained victims of trafficking to NGOs.	2010 – 2011
	Expand efforts made under the protocol agreement to protect children associated with armed conflict.	2013
	Create a formalized mechanism to ensure the Malian army does not support children serving in pro-government militias.	2012 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2013

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# Mauritania

## MODERATE ADVANCEMENT

*In 2013, Mauritania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government created the National Agency for the Fight against the Vestiges of Slavery, Integration, and the Fight against Poverty, which aims to tackle poverty, promote the integration of refugees, and rehabilitate former slaves. The Government also adopted the UN anti-slavery “roadmap” and approved Law No. 2013-011, which designates the crimes of slavery and torture as “crimes against humanity,” and removes the statute of limitations. However, children in Mauritania continue to engage in child labor in agriculture and herding, and in the worst forms of child labor in indentured and hereditary servitude. Mauritania’s legal framework lacks a list of hazardous occupations prohibited for children, does not prohibit the use of children in illicit activities, and does not provide protection for children working without a contract. Additionally, the Government continued to detain anti-slavery protestors.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mauritania are engaged in child labor in agriculture and herding and in the worst forms of child labor in indentured and hereditary servitude. (1-4) Table 1 provides key indicators on children’s work and education in Mauritania. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	18.2 (172,936)
Attending School (%)	5-14 yrs.	48.6
Combining Work and School (%)	7-14 yrs.	10.8
Primary Completion Rate (%)		68.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Multiple Indicator Cluster Survey 3, 2007.(6)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of beans,* rice,* millet,* sorghum,* and vegetables* (7-12)
	Herding and caring for cattle, goats, sheep,*and camels* (2, 4, 12-14)
	Fishing,* activities unknown (4, 8-12, 15-18)
Industry	Crushing gravel* for construction sites (18)
Services	Domestic service† (4, 8, 9, 13, 18-23)
	Work as car mechanics and painters (8, 10, 11, 15, 17)
	Garbage scavenging (8, 10, 11, 15)
	Street work, including as market vendors, shoe shiners, and in the transportation sector (4, 8, 10, 15, 16, 18, 24)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced begging,† as a result of criminal gang recruitment and by Koranic teachers (10-12, 18, 25-27)
	Commercial sexual exploitation sometimes as a result of human trafficking (8, 9, 15)
	Selling drugs (8, 10, 12, 16, 28)
	Indentured and hereditary servitude (14, 28-32)
	Domestic service sometimes as a result of human trafficking (4, 8, 31)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children in Mauritania continue to be exploited in hereditary servitude, as slaves, and endure slave-like practices in remote areas of the country.(14, 28-32) Some children are born into slavery, while others are forced to work the land and turn over what they produce to their master in order to remain on the land.(12, 33, 34) Some child slaves herd animals, such as cattle and goats, and perform domestic labor.(2, 12, 14, 31, 33) Those who attempt to escape are killed.(14, 28) Some former slaves (commonly descendants of slaves) continue to endure slave-like practices, including working for their former masters in exchange for food, money, and lodging.(12)







In Mauritania, it is a traditional practice to send children to Koranic teachers to receive an education. However, some Koranic teachers, or *marabouts*, force their students, or *talibés*, to beg for more than 12 hours a day without adequate food or shelter.(11, 12, 19, 26, 31)

Research suggests that a lack of school infrastructure and limited availability of teachers impede access to education, which may increase the vulnerability of children to the worst forms of child labor.(34-36) Many children in Mauritania are also not registered at birth. Unable to prove citizenship, unregistered children may have difficulty accessing services such as education.(31, 37, 38) Additionally, Mauritania hosted approximately 74,000 Malian refugees in 2013. Refugee children may have difficulty accessing education, which could put them at increased risk of engaging in the worst forms of child labor.(39, 40) Further, the Ministry of Social Affairs, Childhood, and the Family (MASEF), in collaboration with the UN Children's Fund, continued work on its study, "Child Trafficking and the Worst Forms of Labor in Mauritania," but it has yet to publish the results.(18)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Mauritania has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

# Mauritania

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 153 of the Labor Code 2004-017 (41)
Minimum Age for Hazardous Work	Yes	18	Article 247 of the Labor Code 2004-017 (41)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 1 of Law 2007-048; Law 025/3003; Law 2013-011 (42-46)
Prohibition of Child Trafficking	Yes		Articles 1 and 3 of Law 025/3003 (44)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 24, 25, and 26 of the Penal Protection Code for Children (Ordinance 2005-015) (35, 47)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 43 of the Penal Protection Code for Children (Ordinance 2005-015) (46, 47)
Compulsory Education Age	Yes	14	Law 2001-054 (48, 49)
Free Public Education	Yes		Law 2001-054 (48)

\* No conscription or no standing military.

Mauritanian law is not completely consistent with international standards regarding child labor. The Government lacks a hazardous occupations list that specifies activities considered hazardous for children.(7, 50) However, Law No. 1797 prohibits the employment of children in domestic service, and the Penal Protection Code for Children prohibits employing and provoking children to beg.(46, 47, 51) Children working in non-contractual work do not have the same protections under child labor laws and regulations as children working in contractual employment.(7, 41, 52) The law does not prohibit the use of children in illicit activities, such as selling drugs.(28, 36, 42)

In 2013, the Government approved Law No. 2013-011, which designates the crimes of slavery and torture as “crimes against humanity” (thereby amending Article 13 of the Constitution) and removes the statute of limitations. This is an improvement from the 2007 law’s 10-year statute of limitations.(31, 45, 46) Although the Government partnered with local NGOs, UNICEF, and Terre des Hommes to draft a law against the worst forms of child labor, it has not enacted this legislation.(18)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor’s Labor and Inspection Office	Receive and investigate labor complaints.(18)
Ministry of Social Affairs, Childhood, and the Family’s (MASEF) Office of Childhood	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor.(18)
Ministry of Justice’s Direction of the Judiciary for Protection of Children	Coordinate child protection issues and oversee tribunals that sentence child offenders and the work of the Special Brigade for Minors.(46)
National Commission for Human Rights	Advocate for the eradication of slavery and receive complaints and conduct investigations on human rights violations, including the worst forms of child labor.(11)
Ministry of the Interior’s Special Brigade for Minors	Investigate crimes against children, including trafficking, and monitor religious schools, or <i>mahadras</i> , to ensure that children are not forced to beg on behalf of their teachers. Operates in Nouakchott.(26, 46)
National Police Force	Investigate crimes against children.(46)

Criminal law enforcement agencies in Mauritania took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

### *Labor Law Enforcement*

During the reporting period, the Ministry of Labor's Labor and Inspection Office employed 80 labor inspectors.(18) However, the labor inspectorate lacks staff members and resources to carry out its mandate.(36, 53) In 2013, there was no budget for labor inspections.(18) However, the Government budgeted \$33,300 to MASEF's Office of Childhood, and \$33,300 to the Ministry of Labor's Labor and Inspection Office to support activities to end child labor.(18) During the year, labor inspectors did not receive training on child labor issues.(18) Further, the Government did not make labor inspection data accessible to the public, including the number of inspections performed, violations found, citations issued, and the severity of penalties applied.(18) MASEF's Office of Childhood refers victims of child labor to Centers for the Protection and Social Integration of Children in Difficult Situations (CPISEs).(46)

According to Law No. 2001-054, the Government has established compulsory primary education. However, in practice, the compulsory education provision is not enforced effectively, as many children do not attend school.(2, 12, 48, 49)

### *Criminal Law Enforcement*

In collaboration with NGOs, the Special Brigade for Minors identified 4,372 girls working as domestic servants from September 2011 to November 2013.(18) Although the Brigade refers children to social and other services, including CPISEs, it is unclear whether the previously mentioned domestic servants received such assistance.(18) During the year, a source indicates that the police and officers in the Special Brigade for Minors tortured children to make them confess to crimes.(54)

During the reporting period, the Government investigated two cases of slavery involving children. However, in both cases, the police released the accused from custody, and there were no follow-up prosecutions.(32, 55) In 2013, the Government announced the creation of a court designed specifically to address slavery cases. No additional information is available about this court.(27) Research did not uncover the number of investigators responsible for enforcing criminal laws on the worst forms of child labor or whether they were provided with training. Research also did not uncover information about the number of prosecutions, convictions, or whether appropriate penalties were applied related to the criminal enforcement of labor laws.

In 2013, the Government announced the creation of the National Agency for the Fight against the Vestiges of Slavery, Integration, and the Fight against Poverty, known as "Tadamoun." This agency reports directly to the President and aims to tackle poverty, promote the integration of refugees, and rehabilitate former slaves by providing them with shelter, food, and job training.(31, 32, 46, 56-58) Tadamoun can also file complaints on behalf of citizens who accuse their employers of practicing slavery, and bring cases of alleged slavery to the authorities for investigation.(59) During the reporting period, Tadamoun's budget was \$14.9 million. Research could not find out whether Tadamoun carried out any activities in 2013 aimed specifically at combating child labor.(46, 60)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Child Trafficking, Smuggling, and Labor Group	Coordinate child labor and child trafficking efforts. Composed of MASEF's Office of Childhood; the Ministry of Justice's Office of Child Judiciary Protection; the Ministry of Interior; the National Commission on Human Rights, Humanitarian Action, and Civil Society; NGOs; and international organizations.(2, 18)

# Mauritania

## MODERATE ADVANCEMENT

The Child Trafficking, Smuggling, and Labor Group met once during the reporting period.(18) It also held a workshop in January 2013 to present the draft law against the worst forms of child labor to government agencies.(2)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mauritania has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan to Combat the Vestiges of Slavery (2008)	Aims to prevent slavery through improvements in education, health, and by providing victims with income-generating activities. Implemented by Tadamoun and includes a budget of over \$3 million.(32, 46, 61) Research did not find evidence that Tadamoun implemented the National Plan to Combat the Vestiges of Slavery in 2013.(46)
UN Anti-Slavery Roadmap (2014)†	Calls for an awareness raising campaign on slavery, the revision of slavery laws and policies, implementation of programs that provide former slaves with access to education and livelihood opportunities, and assistance to former slaves who wish to return to their home countries.(33, 62, 63) Based on recommendations made by the UN's Special Rapporteur on contemporary forms of slavery after an official mission to Mauritania.(33, 62, 63)
Decent Work Country Program (2012–2015)	Acknowledges that child labor is a problem in Mauritania and calls for research and training for labor inspectors, judges, and other stakeholders on child labor issues.(64)
Strategic Framework to Fight Poverty (2011–2015)	Aims to eliminate the worst forms of child labor, provide quality education to vulnerable children, and protect the rights of children.(65)
National Strategy for the Protection of Children in Mauritania and Action Plan (2009–2013)*	Aims to increase access to social services for vulnerable children and establish a system to coordinate, monitor, and evaluate service provision for children.(66–68)
PRSP II (2011–2015)	Seeks to eliminate child labor and includes plans to increase access to quality education for all children.(69, 70)
UN Assistance Development Framework (2012–2016)*	Provides educational assistance to vulnerable and exploited children.(71)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

Although the Government of Mauritania has adopted the National Plan to Combat the Vestiges of Slavery, research found no evidence of a policy on other worst forms of child labor.(61) The Government of Mauritania lacks reliable data to be able to provide services to all victims of slavery or those at risk.(61)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Mauritania funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Program to Eradicate the Effects of Slavery‡	Government program that provided an NGO with \$15,000 to support five former slaves in 2013.(31)
Centers for the Protection and Social Integration of Children in Difficult Situations (CPISE)‡	Government program that provides food, shelter, education, and training to vulnerable children, many of whom are talibés. In 2013, the Government opened a new CPISE in Rosso and operates four other CPISEs in Kiffa, Nouadhibou, and the El Mina and Dar-Naim regions of Nouakchott.(1, 2, 18, 34) The Government allocated \$116,667, which served 130 children during the reporting period.(18)
Child Protection Training Center‡	Government program that provides training on child protection to local organizations, including child labor, in the town of Selibaby.(2)
UNODC Impact Program*	EU-funded Government program that aims to assist West and North African States in implementing the Migrant Smuggling Protocol by strengthening criminal justice systems through improved legislative frameworks, stronger government capacity, improved data collection and analysis techniques, and awareness raising.(72, 73)
Poverty Reduction Project*	Approximately \$38.4 million UN International Fund for Agricultural Development–funded project in Aftout South and Karakoro.(74) Targets 21,000 households and aims to assist rural communities through the provision of loans and grants to improve livelihoods, economic opportunities, and food security.(75)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Refugee Assistance Programs†	MASEF's Office of Childhood programs that raises awareness among NGOs operating in the M'Bera refugee camp on ways to address child exploitation.(35)
Youth Employment Programs*	Ministry of Labor program, with support from ILO, that trained 41 job counsellors on how to assist youth in finding decent work.(76)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Mauritania.

Although Mauritania has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem fully.(2) The Government's continued detention of anti-slavery protestors in 2013 and the lack of recent data on slavery hampers its ability to address this issue comprehensively and develop programs for future initiatives.(28, 77-79) Further, as recently as July 2013, some government officials, including the Director General of Tadamoun, did not acknowledge that slavery continues despite its prohibition.(58) The UN reports that more needs to be done to address the problem of slavery in Mauritania, and the UN Special Rapporteur on contemporary forms of slavery suggested that the Government increase funding for social programs for former slaves and carry out a campaign to raise awareness of the national laws on slavery.(80, 81)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mauritania (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Draft and adopt a hazardous occupations list in accordance with international standards.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in non-contractual and contractual employment.	2012 – 2013
	Draft and adopt a law that prohibits the use of children in illicit activities.	2009 – 2013
	Adopt the law on the worst forms of child labor.	2012 – 2013
Enforcement	Provide sufficient funding, human resources, and personnel training for effective inspection and enforcement efforts.	2010 – 2013
	Ensure that the police and Special Brigade for Minors are trained on children's rights and immediately cease the use of torture to coerce confessions.	2013
	Make data regarding inspections, investigations, complaints, prosecutions, and penalties accessible to the public.	2011 – 2013
	Effectively enforce compulsory education legal provisions.	2010 – 2013
	Make publicly available information on the number of investigators responsible for enforcing criminal laws on the worst forms of child labor and whether they receive training.	2013
	Take steps to ensure that anti-slavery protestors are not unlawfully detained.	2011 – 2013
	Adopt a policy that addresses all relevant worst forms of child labor, such as dangerous work in agriculture and herding.	2013
Government Policies	Assess the impact that existing policies may have on addressing the worst forms of child labor.	2009 – 2013
	Make publicly available the survey on child trafficking and the worst forms of child labor in Mauritania.	2012 – 2013
	Collect data on slavery to identify children in need of these services.	2010 – 2013
Social Programs	Expand the scope of programs to address the worst forms of child labor, including in agriculture, herding, domestic service, and other sectors in which children work, as well as children in hereditary and indentured servitude.	2009 – 2013

# Mauritania

## MODERATE ADVANCEMENT

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Implement a continuous awareness-raising campaign in urban and rural areas on worst forms of child labor laws and for government officials on slavery.	2012 – 2013
	Ensure that all children have access to education, including refugees, by registering children at birth, and establishing and implementing a program to address the lack of teachers and schools.	2011 – 2013
	Assess and evaluate the impact that existing social programs may have on addressing child labor.	2011 – 2013

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# Mauritius

## MODERATE ADVANCEMENT

*In 2013, Mauritius made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government continued its efforts to combat commercial sexual exploitation of children by providing services via its Child Development Unit and operating drop-in centers. In addition, the Government increased efforts to improve the social safety net for vulnerable families through its Social Aid and Income Support Programs, and boosted funding to increase children's access to quality education through programs such as the Education Priority Zones (Zones d'Education Prioritaire) (ZEP). However, children in Mauritius continue to engage in the worst forms of child labor, primarily in commercial sexual exploitation, although the extent of the problem is unknown. The Government does not currently ensure that victims of commercial sexual exploitation have access to comprehensive, quality services.*

Agalega Islands, Cargados Carajos Shoals, and Rodrigues are not shown.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mauritius are engaged in the worst forms of child labor, primarily in commercial sexual exploitation (CSEC), although the extent of the problem is unknown.(1-3) Table 1 provides key indicators on children's work and education in Mauritius. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		99.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Agriculture, activities unknown* (1)
Services	Domestic service* (1)
	Work on the streets, activities unknown* (1)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking* (1-3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Some children are lured into CSEC by their peers or through false offers of other employment. Some adult prostitutes force their sons and daughters into CSEC.(1, 2)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Mauritius has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Employment Rights Act (6)
Minimum Age for Hazardous Work	Yes	18	Employment Rights Act (6)
List of Hazardous Occupations Prohibited for Children	Yes		Occupational Safety and Health Act (7)
Prohibition of Forced Labor	Yes		Constitution (8)
Prohibition of Child Trafficking	Yes		Combating Trafficking in Persons Act (9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Child Protection Act and Criminal Code (3, 10)
Prohibition of Using Children in Illicit Activities	Yes		Child Protection Act (10)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	Yes	16	Education Act (11, 12)
Free Public Education	Yes		Education Act (11, 12)

\* No conscription or no standing military.

The Government continues to work on a comprehensive children's bill designed to harmonize current laws related to children and make sure they are in line with the Convention on the Rights of the Child.(1, 13)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Inspection and Enforcement Division of the Ministry of Labor, Industrial Relations, and Employment (MOLIRE)	Enforce all labor laws, including those related to child labor.(14)
Office of the Ombudsperson for Children	Investigate any suspected or reported case of child labor or violation of a child's rights.(15)
Police Brigade for the Protection of Minors (Minors' Brigade)	Patrol areas such as arcades, bus terminals, and other areas in which youth are vulnerable to involvement in commercial sexual exploitation.(3, 14) Maintain a database of all trafficking incidents of children and refer all cases of CSEC to the Child Development Unit (CDU).(2)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Gender Equality, Child Development and Family Welfare (MOGE) CDU	Enforce legislation related to children as well as implement policies and programs related to child development.(1) Receive tips on all forms of child abuse, including commercial sexual exploitation and child trafficking, through two telephone hotlines.(14) Provide follow-up assistance to victims.(16) Provide child welfare officers to accompany victims as they receive immediate medical care and work in conjunction with the police if an official statement is needed.(2) Develop a central database and standard operating procedures for sharing information and taking action to address child labor.(13)

Law enforcement agencies in Mauritius took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor, Industrial Relations, and Employment's (MOLIRE) 45 labor inspectors conducted 1,722 labor inspections. During these inspections, three cases of child labor were detected.(1) The three children were found packaging flour into plastic bags, and the cases have been referred and remain pending in the courts.(1)

### *Criminal Law Enforcement*

In 2013, four women and two men were arrested for child trafficking related to a possible child prostitution ring involving four girls in CSEC.(17) In 2013, 70 Government officials from a collection of agencies including the Police and Ministry of Gender Equality, Child Development and Family Welfare (MOGE) received training on preventing CSEC. In addition, more than 200 new police recruits received anti-trafficking in persons (TIP) training as part of basic training.(17) However, the Child Development Unit (CDU) suffers from a lack of resources and personnel, with only nine officers to serve Mauritius and one for Rodrigues Island, a Mauritius dependency, leading to insufficient detection of cases and service provision.(3) Reports from 2013 indicate that the Government has decreased anti-trafficking law enforcement efforts.(2)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Child Protection Committee (NCPC)	Coordinate the roles and responsibilities of the relevant ministries and ensure collaboration on effective intervention in cases involving children, including the worst forms of child labor. Also known as the Working Together Committee.(11, 13, 18)
National Children's Council (NCC)	Serve as the executive of child protection programs and focus on child protection issues in the country as an independent, para-governmental entity under the auspices of the MOGE.(3)
NCPC subcommittee on CSEC	Facilitate interagency coordination on CSEC.(18)

In 2013, significant overlap continues to exist between the committees involved in child protection issues, and the roles of the National Child Protection Committee (NCPC) and the National Children's Council (NCC) are unclear in coordinating efforts to combat the worst forms of child labor. A formal and permanent anti-trafficking in persons (TIP) coordinating body does not exist, and a lack of understanding of TIP by government officials has prevented the Government from effectively addressing the issue.(2, 19) Research was unable to determine if the NCPC subcommittee on CSEC is active or what activities it performs.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mauritius has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Protocol of Assistance to Victims of Sexual Abuse*	Lays out procedures for police and other officials to follow when handling sexual abuse cases, including commercial sexual exploitation.(14, 20)
Child Safety Online Action Plan*	Prevents sexual exploitation of children on the Internet by strengthening the legal framework and raising awareness among parents and children.(14, 16)
National Policy Paper on the Family*	Supports child welfare through holistic support for families, including job training for parents.(21)
Education and Human Resources Strategy Plan*	Improves equity of access to primary, secondary, and technical/vocational education, among other goals.(22)
UNDP Country Program for Mauritius†	Improves the education of vulnerable children through reducing inequality in opportunities.(23)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Mauritius funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Income Support Program*‡	Government program provides money for 8,000 vulnerable families living below the Poverty Intervention Line. Has a 2014 budget of \$33 million.(1)
Social Aid Program*‡	Government program provides assistance to 20,000 families. Increased the allowance provided in 2014.(1)
Education Priority Zones (Zones d'Education Prioritaire) (ZEP) *‡	Government program combats social inequalities by providing equal opportunities to all primary school children throughout the country. Program has been shown to reduce school dropout rates through enhanced community participation in education.(11, 22) Providing increased funding for low-performing schools in 2014.(1)
Strategy for Special Education Needs and Inclusive Education Programs*‡	Government program for at-risk primary school students outside of school hours that focuses on physical education and the arts.(16)
Child Mentoring Scheme*‡	Government program provides one-on-one counseling to at-risk children through a government-selected mentor.(11, 24)
Summer and Winter School Program*‡	Government program provides Summer and Winter schooling to enhance the successful transition from primary to secondary school for students.(11, 14)
Second Chance Program*‡	Government program to educate and provide vocational training and life skills to those who dropped out after age 16.(11)
Awareness-Raising Programs in Schools, Community Centers, and in the Media on CSEC‡	Government program to educate the public on preventing sexual abuse and exploitation of children.(3, 11, 25)
Workshops on CSEC‡	Government holds workshops on CSEC with vulnerable groups.(3, 25)
Drop-in Centers‡	Government program provides counseling and referrals to victims of sexual abuse, including CSEC and trafficking of children.(26, 27)
Shelters and Institutional Care‡	Government program provides shelter and institutional care to victims who are referred to government or NGO shelters.(3, 26, 27)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Mauritius.

The Government's institutional care facilities for victims of CSEC and other abuses are overcrowded, service providers are overtaxed and lack appropriate training, and institutions do not have appropriate standards of care, leading to inadequate service provision.(3) In addition, child victims of prostitution are sometimes placed by court order in residential centers for youth on probation. Child victims of prostitution placed in such facilities may not receive appropriate treatment.(3)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mauritius (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Provide necessary resources to the CDU to ensure adequate enforcement and service delivery for victims.	2011 – 2013
	Increase investigations and prosecutions of CSEC crimes and punish offenders.	2010 – 2013
Coordination	Ensure that all government efforts to address the worst forms of child labor are coordinated by the NCPC and that any overlap in coordination is addressed.	2012 – 2013
	Establish a formal and permanent structure to coordinate anti-TIP efforts and increase anti-TIP training for government officials.	2012 – 2013
	Ensure the NCPC subcommittee on CSEC is active and addresses CSEC issues.	2013
Government Policies	Assess the impact that existing policies have had on the worst forms of child labor.	2010 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in agriculture and on the street to inform policies and programs.	2013
	Assess the impact that existing programs may have on addressing child labor, particularly CSEC.	2009 – 2013
	Ensure that victims of CSEC have access to comprehensive, quality services.	2010 – 2013
	Refrain from placing CSEC victims in facilities designed for youth on probation.	2011 – 2013

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*In 2013, Moldova made a moderate advancement in efforts to eliminate the worst forms of child labor.*

*The Government adopted the Law on the Special Protection of Children at Risk and Children Separated From Their Parents, and Decision No. 889, which provides better social support for families with children at risk. Additionally, the Government extended implementation of the National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2011–2015 from the initial six districts to nine districts in which local public administrations developed local plans and created special teams to combat child labor on a regional level. However, children in Moldova continue to engage in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation as a result of human trafficking. Gaps remain in the areas of law enforcement and social programs funding. The number of inspectors in the Labor Inspection Office was not sufficient. While the Government provides some financial support to programs addressing both child labor and trafficking, all major child labor programs have been donor funded. These programs do not appear to be sustainable without outside financial assistance.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Moldova are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation as a result of human trafficking. (1–4) Table 1 provides key indicators on children's work and education in Moldova.

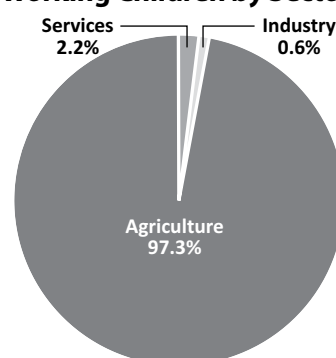
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5–14 yrs.	24.3 (4,371,604)
Attending School (%)	5–14 yrs.	92.1
Combining Work and School (%)	7–14 yrs.	29.0
Primary Completion Rate (%)		89.6

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from LFS-SIMPOC Survey, 2009.(6)

**Figure 1. Working Children by Sector, Ages 5–14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown (2, 3, 7)
Industry	Construction, activities unknown* (1, 8)
Services	Street work, activities unknown* (9, 10)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 3, 4, 8)
	Begging as a result of human trafficking (4, 8)
	Forced begging* (3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Both boys and girls were trafficked for commercial sexual exploitation within the country, whereas girls were also trafficked for commercial sexual exploitation transnationally.(11)

In line with the Ministry of Education’s 2012 decision that requires local administrations, schools, and parents to prohibit students from working while at school during the harvest season, requests for contracts to allow children to work during the autumn high season, while few, were declined in 2013.(12)

There is a lack of research on the work activities carried out by children in agriculture, construction, and street work in Moldova.




Generally, many schools in rural areas are not adequately funded, and parents are sometimes charged for school supplies and textbooks, which they cannot always afford. Roma children encounter barriers to accessing education due to poverty and societal discrimination.(13, 14)

The latest national study on the situation of children in need and those whose parents work abroad reveals that 105,270 (approximately 15 percent) of children have one or both parents working abroad.(1, 3)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Moldova has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 46 of the Labour Code of the Republic of Moldova (15)
Minimum Age for Hazardous Work	Yes	18	Article 255 of the Labour Code of the Republic of Moldova (15)
List of Hazardous Occupations Prohibited for Children	Yes		Government Decision No. 562, The Collective Convention on Elimination of Worst Forms of Child Labor (16, 17)



**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 44 of the Constitution of the Republic of Moldova; Article 6 of the Law on Children's Rights; Article 168 of the Criminal Code; The Collective Convention on Elimination of Worst Forms of Child Labor (3, 17-19)
Prohibition of Child Trafficking	Yes		Article 206 of the Criminal Code of the Republic of Moldova; The Collective Convention on Elimination of Worst Forms of Child Labor (17, 19, 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 173, 208 -209 of the Criminal Code of the Republic of Moldova; Article 6 of the Law on Children's Rights; The Collective Convention on Elimination of Worst Forms of Child Labor (3, 17, 19)
Prohibition of Using Children in Illicit Activities	Yes		Article 209 of the Criminal Code of the Republic of Moldova; The Collective Convention on Elimination of Worst Forms of Child Labor (17, 19)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law No. 15-XV (21)
Minimum Age for Voluntary Military Service	Yes	18	Laws No. 1245-XV and 162-XVI (21)
Compulsory Education Age	Yes	16	Article 9 (b) of the Law of the Republic of Moldova on Education (22)
Free Public Education	Yes		Article 4 (5) of the Law of the Republic of Moldova on Education (22)

During the reporting period, the Government adopted new laws that focus on child protection and the elimination of the worst forms of child labor. The Law on the Special Protection of Children at Risk and Children Separated From Their Parents, or Law No. 140, aims to create a framework for identifying, evaluating, assisting, monitoring, and registering children at risk and children separated from their parents, and to designate agencies to implement the frameworks.(3, 12, 23) The law recognizes several situations in which children are identified as at risk, including begging, practicing prostitution, and living on the street. In addition to this law, the Government adopted Decision No. 889, which provides better social support for families with children at risk.(3)

The Government also signed a new Collective Convention No. 14 on the elimination of the worst forms of child labor in cooperation with the National Confederation of Employers, and the Trade Union Confederation.(3) The new Convention outlines the stakeholders' obligations regarding eliminating the worst forms of child labor.(12, 24)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Labor Inspection Office (LIO) within the Ministry of Labor, Family, and Social Protection	Enforce all labor laws, including child labor laws. Investigate cases with possible labor law violations, including those that relate to children.(3)
Multidisciplinary teams	Act on a local level to identify children involved in the worst forms of child labor, provide better alternatives to child laborers, continue to monitor the living conditions of identified children, and use the collected information for policy development.(3, 16)
The National Council for the Protection of Child Rights within the National Commission for Consultation and Collective Bargaining	Inform and provide consultation to members of the National Commission for Consultation and Collective Bargaining's members about the worst forms of child labor and protecting child rights.(1)
The Parliamentary Ombudsman	Promote the UN CRC and defend the constitutional rights of children. Request cooperation from public authorities and public institutions on child protection issues.(3)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Internal Affairs	Enforce criminal laws against child trafficking and sexual exploitation. Have officers dedicated to child protection and child labor.(3)
Prosecutor General's Office	Conduct and oversee criminal investigations of cases, including the worst forms of child labor exploitation; prosecute cases of worst forms of child labor in court and at the Supreme Court of Justice; and represent the rights of child victims in cases when their civil rights are violated.(12) Employ five prosecutors to deal with trafficking in persons cases as well as trafficking of children cases. Composed of 36 prosecutorial offices throughout the country, which have prosecutors specialized in handling of child trafficking cases.(3, 12)
Ministry of Justice	Enforce criminal laws against child trafficking and sexual exploitation.(3) Draft, consult, and propose all processes related to legislation for the Government's approval before they enter in force.(12)
The Center for Combating Trafficking in Persons (CCTIP)	Lead criminal investigations and arrest the perpetrators involved in trafficking of persons, including trafficking of children.(3)
Service for Information and Security	Enforce criminal laws against child trafficking and sexual exploitation through cooperation and exchanging information with CCTIP.(3)

Law enforcement agencies in Moldova took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

In 2013, the Labor Inspection Office (LIO) conducted 6,209 inspections and uncovered 41 child labor violations.(3) Although LIO added 13 inspectors in 2013, the current total number of 109 staff members and the amount of funding allocated to conduct inspections are insufficient. Violations were mostly due to illegal employment of minors with no proper identification and registration, lack of mandatory safety standards at the work place, excessive working hours, and absence of proper health certificates.(3) LIO referred eight child labor violations to Moldovan courts.(3) All 23 children who were working illegally or who were removed from work were assisted by LIO inspectors.(3) The law permits child labor inspections for both legally registered workplaces and individual persons, thus covering informal worksites.(15) However, the inspectors have to announce their visit to the businesses, which lessens the effect of the inspections.(3)

### ***Criminal Law Enforcement***

In 2013, approximately 30 government officials received training on interviewing techniques for child victims. Despite the training, the techniques employed by law enforcement are criticized because child victims are required to give numerous declarations and statements, and are sometimes forced to confront their trafficker.(3) The Center for Combating Trafficking in Persons (CCTIP) employs 43 officers who conduct trafficking in persons investigations, including trafficking of children.(3) The Government opened 19 investigations on child trafficking in 2013, and of those cases, 20 children were found to be trafficking victims for labor or sexual exploitation. The Government finalized seven criminal investigations, and four perpetrators were sentenced to prison for child trafficking.(3) The Government assisted all 20 victims of human trafficking, and 12 child victims were assisted by the Center for Assistance and Protection of Victims of Human Trafficking under the Ministry of Labor, Family, and Social Protection.(3)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Steering Committee on the Elimination of Child Labor (NSC)	Include representatives from the government's ministries, workers' organizations, NGOs, and academia to coordinate work on child labor issues at the national level.(1, 3)
Child Labor Monitoring Unit	Supervise national-level activities related to combating child labor and serve as a coordinating mechanism between NSC at the national level and multidisciplinary teams at the local level.(3, 16)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
The Permanent Secretariat under the National Committee for Combating Trafficking in Persons	Monitor implementation of legal provisions on combating trafficking in persons (TIP), establish working groups for drafting new provisions on TIP, participate in anti-TIP campaigns, develop the national action plans, and seek support for projects.(25)
The National Committee for Combatting Trafficking in Persons	Coordinate the Government's efforts to prevent and combat trafficking in persons.(3)

Despite the important coordinating role of the National Steering Committee on the Elimination of Child Labor (NSC), the committee did not meet in 2013 to discuss child labor issues. This may impact the overall efforts to combat child labor and its worst forms on a national level.(3)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Moldova has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
The National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2011–2015 (NAP)	Outlines 44 objectives to be implemented by 30 stakeholders to eliminate the worst forms of child labor by specific deadlines. Includes the institutionalization of a child labor monitoring system and develops public information campaigns on child labor issues.(3, 26) Extended from the initial six districts to nine districts in which local public administrations developed local plans and created special teams to combat child labor on a regional level. Provides training on child labor issues to 700 local mayors and approximately 1,770 social assistance workers.(3)
The National Plan on Community Support of Children in Need for 2007–2014*	Aims to provide social inclusion for children in need through various services and initiatives.(3, 16)
The National Youth Strategy 2009–2013*	Aims to facilitate youth employment, provides access to education, encourages youth participation in public life, builds the capacity of youth institutions, and develops health and social protection services.(27)
European Integration: Freedom, Democracy, Wellbeing 2011–2014*	Aims to have a direct impact on the worst forms of child labor by implementing activities such as ensuring all citizens have access to early education; creating an adequate number of kindergartens and schools for each community; promoting inclusive education to ensure that children with disabilities and from socially vulnerable families have access to education; and “strengthening the institutional and functional capacities of the local public administration authorities in their exercising of the functions of guardianship authority to ensure observance of children’s rights.”(16)

\*The impact of this policy on child labor does not appear to have been studied.

During this reporting period, the Government of Moldova made some progress in the area of policy implementation. In addition, the Government drafted a new National Strategy for Child and Family Protection for 2013–2020. The Strategy calls for a system of protection for families with children in high risk situations.(1, 3, 28) The Strategy has not been adopted yet.(12)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Moldova funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Free, Strong, and Safe—to a Better Child Protection System*‡	Government program that establishes multidisciplinary assistance for child victims and potential victims of abuse, neglect, and exploitation.(1) Extended its pilot version from the original 10 localities to 19 localities in 2013.(3)
Towards Unity in Action: United Nations–Republic of Moldova Partnership Framework‡	Government and the United Nations program to improve social inclusion of vulnerable children and their families. Addresses child migrants, child victims of sexual exploitation and abuse, children involved in labor and governance, and social change for child rights.(1, 3, 29)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
USDOS-funded programs*	\$1.42 million USDOS-funded programs that build capacity of local government officials and police to investigate and try trafficking cases, as well as strengthen victim identification and assistance.(30)
Ajutor Social Program*‡	Government and the World Bank cash benefit program that targets the poor.(31)
Additional Social Programs*‡	Government program that provides the equivalent of \$29 each to qualifying children from vulnerable families to cover the cost of school supplies.(32, 33) Amount slightly varies across the regions depending on the local administrations budgets.(12)
Strengthening the Effectiveness of the Social Safety Net Project 2011–2016*	\$37 million World Bank project to improve the country's social safety net through expanding and strengthening the Ajutor Social Program, among other things. Provides social assistance based on people's income to reach the poorest population.(12, 34)
Financial Assistance Pilot Program* ‡	Government and donor-funded financial assistance pilot program provides up to 6 months of financial assistance to poor families with children in six districts. Government provided \$8,000 toward this program.(3)
Human Trafficking Awareness Campaigns	Police led effort to raise human trafficking awareness through information sharing and training activities in middle and high schools about crimes relating to children.(28)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Moldova.

While the Government of Moldova provides some financial support to programs addressing both child labor and trafficking, all major child labor programs have been donor funded. These programs do not appear to be sustainable without outside financial assistance.(1, 3)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Moldova (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Monitor schools to ensure that children are not charged extra educational fees.	2010 – 2013
Enforcement	Increase funding for CCTIP, and increase resources for hiring more labor inspectors in LIO and the Child Labor Monitoring Unit.	2012 – 2013
	Enable inspectors to conduct unannounced child labor inspections in both the formal and informal sectors.	2013
Coordination	Ensure that NSC meets regularly to discuss and coordinate issues related to the worst forms of child labor.	2013
Government Policies	Assess the impact of the National Plan on Community Support of Children in Need for 2007–2014, and the National Youth Strategy and its Plan of Action for 2009–2013 may have on addressing the worst forms of child labor.	2013
Social Programs	Conduct research to determine the activities carried out by children working in agriculture, construction, and on the street to inform policies and programs.	2013
	Increase school funding and avoid imposing school fees for the mandated term of free education through age 16.	2010 – 2013
	Ensure current child labor programs are sustainable by providing increased financial support.	2009 – 2013

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general are reported in this chart, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children and other indicators used in this report, please see the “Children’s Work and Education Statistics: Sources and Definitions” section of this report.

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# Mongolia

## MODERATE ADVANCEMENT

*In 2013, Mongolia made a moderate advancement in efforts to eliminate the worst forms of child labor. In July, the Mongolia National Statistics Office officially released the Mongolia National Child Labor Survey Report. The Government established an Anti-Trafficking Sub-Council within the Ministry of Justice (MOJ), and Mongolia's National Human Rights Commission (NHRC) conducted trainings on trafficking and forced labor for lawyers, judges, and law enforcement officers. The Government also established a coordinating council and allocated a budget for the National Plan of Action for Ending the Worst Forms of Child Labor. However, children in Mongolia continue to engage in child labor in animal husbandry and herding. Enforcement mechanisms for reducing child labor are minimal, and gaps persist in the legal framework and operating procedures for prosecuting criminal offenders, specifically regarding commercial sexual exploitation.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mongolia are engaged in child labor in animal husbandry and herding.(1-6) In July 2013, the Mongolia National Statistics Office officially released the Mongolia National Child Labor Survey Report.(4) The report indicates that 11 percent of working children were engaged in hazardous work with boys comprising 8 out of 10 children.(4) The majority of child labor in Mongolia takes place in the informal sector in which there is little oversight and enforcement of labor laws.(7) Table 1 provides key indicators on children's work and education in Mongolia.

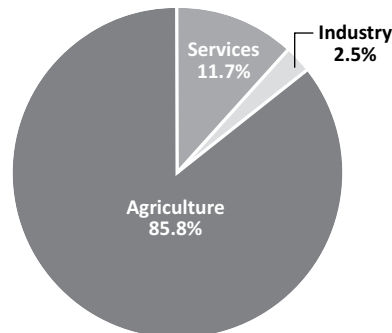
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	13.8 (60,246)
Attending School (%)	5-14 yrs.	87.6
Combining Work and School (%)	7-14 yrs.	15.1
Primary Completion Rate (%)		130.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey-National Child Labour Survey, 2011–2012.(9)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding and animal husbandry (1-6, 10)
Industry	Construction, activities unknown† (2, 4, 11)
	Mining coal,† gold,† and fluorspar† (1-4, 6, 7, 10-13)
	Ticket-taking for public transportation (2, 6)
Services	Domestic work (1, 2, 6)
	Horse jockeying (1-3, 6, 10, 14-16)
	Scavenging in dumpsites† (1, 3, 4, 6, 10, 17)
	Street work, activities unknown* (2, 4, 6, 12)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, including use in the production of pornography,* sometimes as a result of human trafficking (3, 6, 7, 10-12, 18-21)
	Forced begging and stealing* (2, 10, 11, 20-22)
	Forced labor in construction, mining, and industrial sectors, animal husbandry,* and contortionist work* sometimes as a result of human trafficking (6, 11, 20, 21)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Due to a lack of resources in tracking child labor in Mongolia, it is difficult to assess whether there has been a change in the number of children engaged in the work force.(13) According to government authorities and NGOs, while the numbers may not have significantly increased, children are now involved in more diverse forms of hazardous labor than in previous years, in part due to Mongolia's economic boom.(6) Although some sources reported a decline in child labor in the mining sector in prior years, monitoring of the artisanal sector has not been comprehensive in recent years and there is no data available on recent child labor rates in that sector.(2, 6)

Girls are trafficked internally and forced into prostitution, sometimes in saunas, bars, hotels, karaoke clubs, and massage parlors.(3, 11, 18, 20, 21) In addition, NGOs and law enforcement officials reported cases in which young girls were trafficked internationally for exploitation as contortionists under contracts signed by their families, and sometimes subjected to physical abuse.(6, 20, 21)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Mongolia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Law on Labor (23)
Minimum Age for Hazardous Work	Yes	18	List of Jobs Prohibited to Minors (24)
List of Hazardous Occupations Prohibited for Children	Yes		List of Jobs Prohibited to Minors; Law on the Protection of the Rights of the Child; Law on the National Naadam Holiday (24-26)
Prohibition of Forced Labor	Yes		Criminal Code; Law on the Protection of the Rights of the Child (26, 27)
Prohibition of Child Trafficking	Yes		Law on Combating Trafficking in Persons; Criminal Code Article 113 (27, 28)

# Mongolia

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 113 and 123 of the Criminal Code; Law Combating Against Promiscuity (2, 22, 27, 29)
Prohibition of Using Children in Illicit Activities	Yes		Articles 114 and 192 of the Criminal Code (27)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law on Civil Military Duties and the Legal Status of Military Personnel (30, 31)
Minimum Age for Voluntary Military Service	Yes	18	Law on Civil Military Duties and the Legal Status of Military Personnel (30, 31)
Compulsory Education Age	Yes	16	Education Law (32, 33)
Free Public Education	Yes		Education Law (25, 32, 33)

The Law on Labor is currently under revision, but there is no information on how the amendment may extend greater protections to children or on the timeframe for submitting the amended law to Parliament.(22, 33) At this time, the Law on Labor appears to exclude work performed outside of a labor contract.(34) The Ministry of Labor's (MOL) list of hazardous occupations prohibited for children does not clearly specify if it has the same limitations; however, according to the Ministry of Population Development and Social Welfare (MPDSW), the list applies to children working in both the formal and informal sectors.(24, 35)

The Ministry of Justice (MOJ) is revising the Criminal Code, which would provide an opportunity to prohibit the worst forms of child labor and to strengthen the protection of children and victims of human trafficking during legal proceedings. The revision has been submitted to Parliament, but there is no indication of when it will be passed.(36, 37) Mongolia is also in the process of revising the Law on Protection of Children's Rights in order to expand opportunities for legal protection of children.(38)

Mongolian law does not provide clear definitions of forced labor, allowing for ambiguous interpretation by law enforcement and judicial officials. Because trafficking and sexual exploitation are covered by multiple laws, the Police and the Prosecutor's Office each have discretion to select the article under which to try each case.(12, 19, 21, 22, 39)

The minimum age for working as a horse jockey does not meet the standards prescribed in international conventions, and current legislation does not fully protect children working in this sector.(16, 25) The Ministry of Culture, Sports and Tourism is developing a new law that will ban children under 16 from taking part in private events; however, no decision has been made on changing the minimum age for official races.(15) The state bans racing using child jockeys during the coldest period (October–February), and there are new regulations requiring adequate headwear.(6, 10)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
General Agency of Specialized Inspection (GASI)	Enforce labor laws including child labor. Conduct inspections only at registered businesses failing to protect the majority of children engaged in the worst forms of child labor in Mongolia's informal sector.(6)
National Police Agency (NPA)	Maintain primary responsibility for investigating trafficking cases. Coordinate with the Criminal Police Department (CPD) and State Investigation Agency (SIA).(21)
State Investigation Agency (SIA)/Criminal Police Department (CPD)	Receive referral and open a formal criminal investigation of trafficking and sexual exploitation cases. Work with the Prosecutor's Office to decide whether to take a case to court and any subsequent prosecution.(6, 35) Merged into one office in January 2014 but continues to operate separately at the time of reporting.(6)
Metropolitan Police Department (MPD)	Operate under the NPA and oversee the district police divisions of Ulaanbaatar's nine districts.(40) Enforce labor laws and identify children in hazardous labor.(6)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Border Protection Agency	Register Mongolian citizens who enter and exit the country. Track children who leave Mongolia and do not return and pregnant Mongolia women who return without their child.(21) Follow up with law enforcement as necessary.(21)

Law enforcement agencies in Mongolia took limited action to combat child labor, including its worst forms.

The reporting period was a year of consolidation for many government agencies that underwent significant changes following the 2012 elections.(6) In addition, ongoing major reforms of the Mongolian justice sector, including restructuring of judicial and law enforcement agencies, resulted in greater inward focus among these agencies as they worked to implement the changes. The consolidation of agencies resulted in very little action to enforce child labor laws during the reporting period.(6, 21)

### *Labor Law Enforcement*

In 2013, there were 49 General Agency of Specialized Inspection (GASI) inspectors across the country that focused on labor-related issues, including child labor. They were supplemented by over 100 junior inspectors, whose time spent on labor issues was limited.(6) Inspectors have the authority to order immediate compliance with labor legislation, but enforcement was limited due to the small number of labor inspectors and the rapidly growing number of businesses. During 2013, GASI did not conduct any inspections specifically focused on child labor.(6) GASI had limited data on workplace injuries of those under 18, as most underage labor occurred in the informal sectors of the economy, beyond GASI's jurisdiction. GASI did not report any work-related deaths of minors in 2013.(6)

GASI also reported that it found no child labor violations in 2013. Under the Law on Inspections, GASI must announce the sites it plans to inspect for the coming year, and GASI officials suggested that this contributed to the absence of violations.(6) GASI also reported that administrative fines were too light to deter companies from employing child labor.(6)

Despite improved compliance at national-level races, provincial horse races are generally not regulated. Safety standards for child jockeys are not effectively enforced, and children often are not provided with helmets, as required by law.(2, 6, 10) Races that took place during local and national holidays resulted in six fatalities of child jockeys. However, no criminal cases were opened. Sources reported that such incidents were generally handled privately, with horse owners either paying the families of injured or killed child jockeys, or in many cases, the child jockeys were the sons/daughters of the horse owners themselves.(6) During the reporting period, the National Authority for Children (NAC) started a national database that registers all jockeys who participate in officially sanctioned national and local races.(41)

During the reporting period, the Address Identification Center (AIC, under the Metropolitan Police Department), in cooperation with the Ulaanbaatar Metropolitan Agency of Child and Family Development, conducted four trainings on child protection, in which two police officers participated each time.(6) Throughout the year, the Child Labor Network and World Vision provided trainings to local and metropolitan police, social workers, and government organizations responsible for child welfare. The Metropolitan Agency for Child and Family Development reported that, during 2013, the heads of its child and family development centers received training that included a unit on child labor.(6)

The MPD reported conducting 43 campaigns throughout the year to identify street children lacking parents or guardians.(6) During one such campaign, the MPD identified six cases of children working in hazardous labor and referred the cases for prosecution, but the Prosecutor's Office dismissed all of the cases. The MPD and the Child Labor Network NGO report that there is no specific procedure for providing protection and services to children identified in child labor situations.(6)

# Mongolia

## MODERATE ADVANCEMENT

### *Criminal Law Enforcement*

In 2013, there was no funding specifically allocated for investigations of forced labor or trafficking in persons, and a limited number of officers were appointed to deal with children's and trafficking issues.(6, 35) In 2013, the MPD reported only three officers at the main office that focused on the policy side of child protection, which was down from 27 in the previous year.(6)

During the reporting period, Mongolia's National Human Rights Commission (NHRC) conducted trainings on trafficking and forced labor for lawyers, judges, and law enforcement officers.(6) The CPD's Organized Crime Division conducted regular trainings throughout the year for provincial and district law enforcement officers responsible for trafficking cases. Trainings were funded through a combination of the Criminal Police Department's limited budget and local and international NGOs.(6) The MOJ also contributed funding for anti-trafficking trainings.

Cases involving the commercial sexual exploitation of minors classified by the National Police Agency (NPA) under the trafficking article were often changed to lesser articles by prosecutors or the State Investigation Agency (SIA) or else were dismissed entirely.(2, 6, 14, 20) The NAC reported that there is a general assumption that victims of sexual misconduct must be girls, resulting in a failure to recognize boys as potential victims of sexual exploitation.(6) If a boy is a victim of sexual exploitation, the offense is rarely prosecuted and, when prosecution does occur, charges are likely to be filed under an article of the Criminal Code that carries a lighter sentence and includes no aggravating penalty for committing the crime against a minor.(6) In addition, Government officials reported that MOJ investigators and prosecutors are ranked and promoted based on their conviction rate, encouraging them to process cases under lighter articles, which require less evidence and effort.(20)

During the reporting period, the NPA reported 11 children as victims of trafficking for both commercial sexual exploitation and labor exploitation.(29) NGOs reported that adults who engaged in the commercial sexual exploitation of minors frequently paid the families of victims in order to prevent investigations from proceeding. The NPA reported that two cases involving prosecutions of offenders charged with trafficking children for the purpose of prostitution were still under investigation.(35) At the time of reporting, the General Council of Courts reported that there had been no convictions for trafficking of children during the reporting period.(29)

### **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Ministry of Labor (MOL)	Chair and implement the National Plan of Action to Eliminate the Worst Forms of Child Labor 2011–2016.(6)
National Authority for Children (NAC)	Protect the rights of children and implement the Child Protection Strategy. Implement the National Plan of Action for the Elimination of the Worst Forms of Child Labor. Does not have the authority to conduct inspections.(6, 41)
Ministry of Justice (MOJ)	Coordinate anti-trafficking efforts. Mandated the creation of a council to coordinate government efforts to prevent trafficking.(20)
Anti-Trafficking Sub-Council	Coordinate work on combating and preventing human trafficking, monitoring implementation of the current law, and providing professional management. Function as a part of the Council on Crime Prevention under the MOJ.(6, 21, 42) Currently has 15 members representing 12 different organizations and two NGOs.(21)

In 2013, the Government of Mongolia established a coordinating council for the National Plan of Action for the Elimination of the Worst Forms of Child Labor, and the MPDSW allocated \$5,840 USD for its implementation.(6)

An Anti-Trafficking Sub-Council was also established within the MOJ, under the Council on Crime Prevention. The Sub-Council was briefly formed shortly after passage of the 2012 Law on Combating Trafficking in Persons, and then dissolved with the change of Government in the second half of 2012. A second iteration of the Sub-Council, reflecting



the restructured Government, was formally established when the Minister of Justice issued an implementing order in January 2013.(6, 21, 35) The Sub-Council met four times during the reporting period, with the primary goal of building the capacity of police, prosecutors, and others tasked with investigating trafficking persons cases.(21) Funding for the Sub-Council came from the Government's Crime Prevention and Awareness Fund, which provided roughly \$30,000 for the Sub-Council to use in 2014.(35)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mongolia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Program for the Elimination of the Worst Forms of Child Labor 2011–16	Identifies specific actions to combat child labor through 2016 through a National Plan of Action for the Elimination of the Worst Forms of Child Labor.(16) Defines the responsibilities of the Ministries of Population Development and Social Welfare, Labor, Justice, Education, and Agriculture; GASI; the NPA; the NAC; the Confederation of Mongolian Trade Unions; and local governors.(22) Plan not implemented during the reporting period due to continued Government restructuring and personnel changes following the June 2012 parliamentary elections.(6, 29) Relevant agencies in discussions to redraft the plan for implementation from 2014 to 2016.(6)
State Policy on Herders	Clarifies the conditions and criteria for engaging children in herding, to eliminate the worst forms of child labor in that sector.(17) Research did not find any evidence that child-focused projects were implemented throughout 2013.(35)
National Development Strategy*	Calls for improvements in education, health, social welfare, and labor policies through 2020. Objectives include the education and livelihoods of vulnerable children.(1, 43)
Child Protection Strategy*	Includes NGOs and local government offices that implement the strategy, including child welfare programs.(2) During the reporting period it was not clear whether the NAC continued to implement the Child Protection Strategy.(6)

\* The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Mongolia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Human Development Fund*‡	Ministry of Finance program that distributes national profit from mineral resources to funding for health insurance, pensions, and education tuition.(22, 44–47) School lunch program for low-income students to encourage attendance, particularly at the secondary level.(2)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in Mongolia.(48)
Government Sub-Program on Development of Small-Scale Mining until 2015	Minister for Agriculture and Industry, Minister for Energy, and local governor implemented program that aims to eliminate child labor in the mining sector, with provisions for providing children with informal or distance education. No research to confirm whether this program has been implemented.(1, 25)
Child Development and Protection Center*‡	NAC program that directly serves and provides services to children.(6, 29) Employs 16 staff and received approximately \$216,000 USD of government funding in 2013.(6) Received 116 children in 2013 from the AIC for whom it provided shelter, social services, and education.(6)
Address Identification Center (AIC)*‡	NPA center that collected street children through weekly inspections.(29) Functioned as a temporary shelter and received children through referrals from other government agencies.(6) A January 2014 law dissolved the AIC and converted it into a shelter for victims of domestic violence.(40)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Mongolia.

The Government also participates in a wide range of development programs funded by agencies such as USAID, the World Bank, the EU, the Asian Development Bank, the IMF, UNICEF, and UNDP. The programs focus on issues

# Mongolia

## MODERATE ADVANCEMENT

such as rural education, universal basic education, vocational training, child rights, social protection policies, livestock-based livelihoods, water and sanitation, disaster preparedness, and HIV/AIDS.(13, 30, 32, 37, 39, 49) The question of whether these development programs have an impact on child labor does not appear to have been addressed.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified in that would advance the elimination of child labor, including its worst forms, in Mongolia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify whether the Law on Labor and the List of Jobs Prohibited to Minors apply to all children, including those working in unregistered businesses or without a labor contract.	2009 – 2013
	Clarify the applicability of overlapping laws on trafficking and commercial sexual exploitation and amend criminal and administrative law to ensure that child victims of human trafficking, forced labor, and commercial sexual exploitation are not prosecuted as criminals.	2010 – 2013
	Amend legislation to increase the minimum age for children working as horse jockeys to adhere to international standards.	2012 – 2013
Enforcement	Collect and compile data on child labor investigations, citations, and penalties.	2009 – 2013
	Revise the Law on Inspections to allow GASI to conduct unannounced site visits and ensure labor law compliance.	2013
	Increase administrative fines for noncompliance with child labor laws to deter repeat offenses.	2013
	Enforce safety standards for child jockeys, particularly at the provincial level.	2013
	Increase the number of Metropolitan Police officers who focus on child protection.	2013
	Ensure that violations of child labor laws are investigated and charged to appropriate law articles, and promptly investigate and prosecute offenders.	2011 – 2013
Government Policies	Incorporate activities into the State Policy on Herders that engage children in herding and eliminate the worst forms of child labor in that sector.	2013
	Assess the impact that existing policies may have on addressing child labor.	2011 – 2013
	Fully implement the National Plan of Action for the Elimination of the Worst Forms of Child Labor and continue to allocate funding.	2013
Social Programs	Implement child labor-specific programs, particularly in sectors in which children are known to work, including herding, animal husbandry, and mining.	2012 – 2013
	Conduct research to determine the scope and prevalence of child labor in the artisanal mining sector and the activities carried out by children working in construction, street work, and domestic work to inform policies and programs.	2013
	Assess the impact that existing social programs may have on child labor.	2012 – 2013

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# Montenegro

## MODERATE ADVANCEMENT

*In 2013, Montenegro made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended the Criminal Code to prohibit the use, procurement, or offering of children ages 14 to 18 for the production of pornography, and to also provide protection against forced marriage and the arrangement of sexual encounters with children. The Government also proposed a draft amendment to the Labor Law that would increase penalties for labor violations, including increased fines for labor violations involving children. However, children, especially Roma children, continue to engage in the worst forms of child labor in forced begging. The Government lacks a list of hazardous occupations prohibited for children, and there are no programs that systematically address the problem of children involved in forced begging and other work on the streets.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Montenegro are engaged in the worst forms of child labor in forced begging.(1-3) Table 1 provides key indicators on children's work and education in Montenegro.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	12.9 (12,867)
Attending School (%)	5-14 yrs.	87.7
Combining Work and School (%)	7-14 yrs.	14.4
Primary Completion Rate (%)		101.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown* (2)
Services	Collecting scrap metal,* selling small goods and food items,* washing car windows,* and begging* (2, 3)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation,* begging, and domestic service* as a result of human trafficking (6, 7)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children are found selling small goods and food items during the summer season.(2, 3, 8) A source indicates organized begging involving children is a problem.(2) A large number of children who beg are Roma.(2, 3, 8) Montenegro continues to be a source, destination, and transit country for children trafficked for forced labor and commercial sexual exploitation. Children are trafficked internally and externally from and to other Balkan countries.(6) A large number of Roma and other minorities lack birth documentation, which may make accessing social services and child support difficult.(3, 9-11) The rate of unregistered children appears to be related to the costs of registration, unclear procedures, and insufficient awareness of the process.(11, 12)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Montenegro has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 16 of the Labor Law of 2008 (13)
Minimum Age for Hazardous Work	Yes	18	Article 17 of the Labor Law of 2008 (13, 14)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 63 of the Constitution of Republic of Montenegro (15)
Prohibition of Child Trafficking	Yes		Article 444 of the Criminal Code of Republic of Montenegro (16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 209–211 of the Criminal Code of Republic of Montenegro (16)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Code of Republic of Montenegro (16)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Articles 8 and 9 of the Law of Defense; Law on the Armed Forces of Montenegro (7, 11, 17, 18)
Compulsory Education Age	Yes	15	Article 75 of the Constitution of Republic of Montenegro (14, 15)
Free Public Education	Yes		Article 75 of the Constitution of Republic of Montenegro (15, 19)

\* No conscription or no standing military.

During the reporting period, the Government made efforts to strengthen legal protections for children. New draft amendments to the Labor Law were proposed, which would increase penalties for labor violations, including increased fines for labor violations involving children.<sup>(2)</sup> In addition, under the draft law, labor inspectors would have the authority to fine employers from approximately \$1,388 to \$27,350 when a minor of age younger than 18 is involved in a labor violation.<sup>(2, 11)</sup> The Government also amended the Criminal Code to prohibit the use, procurement, and offering of a child for the production of pornography or pornographic performances to enhance protection for all age groups of children under 18.<sup>(2)</sup> It also amended the Criminal Code to provide protection against forced marriage and “making arrangements to meet children for a sexual relationship,” and adopted the Law on the Prevention of Illegal Businesses that aims to improve transparency and reduce labor violations, including child labor violations.<sup>(2, 11)</sup> The new Law on Social and Child Protection was adopted in May 2013 and includes a provision mandating special protection of victims of trafficking in persons. The Government drafted a new Foreigners Act that enables issuing of work/residence permits for foreign workers, which will serve as an identification card as well as “granting permanent residence status to children depending on the status of one or both of its parents.”<sup>(7)</sup>



# Montenegro

## MODERATE ADVANCEMENT

Despite these efforts, gaps in the legal framework still exist. While the Labor Law prohibits children under 18 from performing overtime and night work, there is an exception that allows employees between age 15 and 18 to work at night if the nature of the work requires a continuation of work that was interrupted by natural disasters or to prevent damage to raw and other materials.(20) The Government does not have a detailed, separate hazardous work list that prohibits children from working in dangerous activities, although these are generally mentioned in the law.(2, 11)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Inspectorate General	Enforce labor law, which also contains child labor regulations, and monitor working conditions in workplaces throughout the country.(1, 2, 21) Lead efforts, as an independent agency, in enforcing labor and other areas of inspection-related laws, including the protection of working children.(2, 11)
Supreme State Prosecutor	Investigate and enforce criminal laws on forced labor and trafficking for commercial sexual exploitation.(2, 7) Collect data on court rulings and crime convictions and submit them to the Office of the National Anti-Trafficking Coordinator (TIP Office).(7)
Montenegrin Courts for Trafficking	Process anti-trafficking crimes and make assistance available to the victims of trafficking. Publish all legal verdicts on an aggregated website.(7)
Ministry of Internal Affairs	Enforce criminal laws on forced labor, including forced begging. Implement processes and issue permits related to work and residence status for persons without permanent residency.(7)
Police Directorate	Enforce laws against sex trafficking and forced labor. Coordinate law enforcement actions on a national level.(7) Be responsible for proactive identification of the victims of trafficking. Collect data on the number of police investigations and submit it to the TIP Office.(7)
Ministry of Health	Assure physical competency needed for meeting a requirement for employment by issuing a medical certificate.(11) Provide protection to possible TIP victims, including children.(11)
Ministry of Justice	Enforce Criminal Codes together with Courts against crimes, including human trafficking, child begging, and child abuse.(11)
Ministry of Education	Provide training to children in certain professions in which children intend to work at an early age.(11)
The Ministry of Labor and Social Welfare	Protect children and families by providing social, child, and family protection in its social welfare centers. Identify potential victim of trafficking.(7) Protect overall children's rights. Forward cases to the police or the Ministry of Social Welfare if child labor violations are discovered.(2)
Ombudsman's Deputy for the Rights of the Child	Organize and maintain meetings with children through visits to schools, institutions, focus groups, or e-mails and social blogs for children of various ages, among other things.(2)

Law enforcement agencies in Montenegro took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Labor Inspectorate, which is a part of the Inspectorate General, employed 34 inspectors. According to officials of the Inspectorate, the number of inspectors is inadequate to conduct inspections across the entire country, and funding is insufficient to cover the scope of general inspection duties.(2) In 2013, labor inspectors received training on how to identify human trafficking for exploitation.(7)

The Labor Inspectorate carried out 12,000 inspections, including inspections in the informal sector.(2, 11) Although 8,000 violations were found, none involved child labor. There is no comprehensive database in which child labor violations can be entered; however, the Government does maintain a database on children involved in begging.(2)

#### *Criminal Law Enforcement*

The Ombudsman's Special Report on Child Begging, including its origins and causes in Montenegro, criticizes the Police and Social Centers, for insufficiently and inconsistently tracking information on children caught begging, and systemic lack of specialized services for the reintegration of children into the society.(2) In 2013, Police continued Operation Beggar and filed 40 misdemeanor charges against adults.(11) The law prescribes fines ranging from \$650 to \$1,970, or 60 days in prison for organizing, inciting, or forcing others to beg.(22) There were 158 children found

begging, 129 of whom were from Montenegro, 9 from Serbia, 8 refugees, and 12 without citizenship. Of these, 46 children were referred to social institutions.(11) Generally, the police inform parents of children who are caught begging. Otherwise, children are referred to a temporary stay in a shelter and afterwards, to local social welfare centers.(22) The Ombudsman's research has established that a portion of these children often return to begging.(11)

In addition, the Office of the National Anti-Trafficking Coordinator participated in and organized trainings on combating trafficking, trafficking victim identification, and referrals. Participants included social and health workers, law enforcement officials, cadets, military, and representatives from local offices.(7)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government of Montenegro has established the National Office for Combating Human Trafficking and the Council on Children's Right, research found no evidence of coordinating mechanisms to combat child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Office of the National Anti-Trafficking Coordinator (TIP Office)	Coordinate efforts against trafficking in persons among relevant government institutions and international organizations and assure their cooperation. Present results of the trafficking efforts through participation in domestic and international events.(7) Harmonize domestic legislations with international standards. Oversee projects and initiatives for implementation of the main objectives from the National Strategy and Action Plans. Collect and maintain data on police investigations, court rulings, and verdicts that relate to human trafficking and victims of trafficking.(7) Fund SOS hotline for potential and existing TIP victims as well as the shelters for victims of human trafficking. Led by the TIP Office, which is also the National Coordinator for the Trafficking in Persons Task Force.(7)
Trafficking in Persons Task Force	Operate under the TIP Office, monitor and promote activities related to human trafficking; assess and approve semi-annual reports on the progress of objectives set up in the TIP action plans.(7) Include the representatives of the ministries, government agencies, international organizations, and two NGOs, including the TIP Office, Ministries of Interior, Justice, Foreign Affairs and European Integration, Minority and Human Rights, Health, Labor and Social Welfare, and Culture; Police Directorate; Supreme Court; Supreme State Prosecutors; and Inspectorate Authority.(7)

The Government of Montenegro also has the Council on Children's Right, which aims to promote children's rights in the areas of social services, child protection, health services, and education.(21) The Council did not meet during the reporting period.(2)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Montenegro has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan of Action for Children, 2013–2017†	Complements the Law on Social and Child Protection, as a primary document on child protection. Promotes and protects children's rights in the areas of social services, child protection, health services, and education.(1, 2) Harmonizes with other domestic laws related to children and the UN CRC.(2)
Strategy for the Improvement of the Position of Roma and other Minorities, 2012–2016*	Addresses issues such as the legal framework, education, employment, child protection, housing, and participation in public life for Roma and other minorities. Implemented by the Ministry for Minority and Human Rights. Funded with approximately \$266,000 in 2013(1, 2, 11) Not enough funding, according to the Strategy Coordinator.(11)
Action Plans for the Country Program 2012–16*	Addresses disparities in access to quality social services for children and families to conform to UN standards; harmonizes the country's legal framework with EU and UN standards; implements and monitors policies relevant to child-focused governance and social inclusion; applies the principles and standards of the Convention on the Rights of the Child by using national and local authorities; and facilitates independent monitoring.(9, 23)
National Strategy for Combating Human Trafficking and Corresponding Action Plan, 2012–18	Focuses on prevention and education; the identification, assistance, protection, and reintegration of trafficking victims; efficient prosecution; international cooperation; and coordination and partnership.(1, 2)

# Montenegro

## MODERATE ADVANCEMENT

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Strategy for the Development of Social and Child Protection, 2013–17*	Builds an integrated social and child protection system, including monthly social assistance, health care, and child allowance that is conditioned on school attendance. Continues the Strategy for the Development of Social and Child Protection 2008–2012.(11, 20)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Montenegro participated and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Social Welfare and Child Care System Reform: Enhancing Social Inclusion*‡	4-year project sponsored by the Ministry of Education and Ministry of Labor and Social Welfare, and implemented jointly by Government, UNDP, and UNICEF to strengthen protection for children under the Strategy for the Development of Social and Child Protection 2013–17.(11, 20) Comprised of three phases: Inclusive Education, which was completed, Reform of Social Protection, and Child Care System Reform.(11) Expected to continue until the second part of 2015.(11) Has a budget of approximately \$4.5 million.(11)
One of Five*‡	The Council of Europe campaign to reduce and stop sexual violence against children.(24) Led to the development of the Action Plan against the Sexual Abuse of Children.(11)
Shelter for Human Trafficking Victims‡	Program funded by the Office of the National Anti-Trafficking Coordinator to cover operational costs of the shelter, including the salaries of shelter employees; the hotline for victims of trafficking; and some basic food, clothing, and medical assistance for victims. In 2013, financed with \$41,000.(11)
Social Welfare Centers Funding*‡	Government-supported social welfare centers that provide social, child, and family protection.(11, 25)
Group Children Center†	UNICEF- and the EU-supported program launched with pilot to develop a framework for the foster care system.(2)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Montenegro.

The Government of Montenegro continues to fund programs for the general protection of children; however, research found no evidence of programs to specifically and systematically address forced begging and other types of informal work on the streets. The Government has started programs that aim to reduce the problem of unregistered Roma children so that they can benefit from existing social programs.(11)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Montenegro (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Prevent employees between 15 and 18 years of age from being assigned to work at night.	2012 – 2013
	Enact a list of hazardous occupations and activities prohibited to children under age 18.	2013
Enforcement	Increase the number of inspectors to effectively conduct inspections that include investigating child labor violations throughout the country, including in the informal sector.	2013
	Collect and publish the number of child labor violations found and intensify efforts in collecting data on child beggars to ensure that adequate social protection services are provided.	2013
	Ensure that children removed from the streets are not placed in the position to re-enter into begging.	2012 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Coordination	Organize more frequent meetings of the Council on Children's Rights to address and discuss the provision of social services, including education, health, and social protection to children.	2012 – 2013
	Establish coordinating mechanisms to specifically combat all worst forms of child labor and share results of the efforts against child labor and its worst forms with all relevant agencies.	2013
Government Policies	Conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2013
	Assess the impact that existing policies may have on addressing child labor.	2013
	Fully fund and implement the National Strategy for the Improvement of the Position of Roma and other minorities in Montenegro.	2010 – 2013
	Adopt a policy that will explicitly address forced begging and other informal work on the streets.	2013
Social Programs	Assess the impact that existing programs may have on addressing child labor.	2013
	Institute programs to address the worst forms of child labor in begging and informal work on the streets.	2013
	Address the cost of social programs and strengthen efforts, in cooperation with NGOs, to provide access to information about how to register and apply for social protection programs.	2012 – 2013

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# Morocco

## MODERATE ADVANCEMENT

*In 2013, Morocco made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established an action plan to address gaps in its migration policy, and to draft and adopt trafficking laws, and expanded access to public education for migrant children. The Government also conducted research on children working as domestic servants in Casablanca. Further, the Government started its Integrated Public Policy on the Protection of Children, which is a key phase of its National Plan of Action for Children (PANE). However, children in Morocco continue to engage in child labor in agriculture and the worst forms of child labor in forced domestic service. The Government lacks a national coordinating mechanism to combat all worst forms of child labor and continues to delay approving legislation that would protect children employed in domestic service.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Morocco are engaged in child labor in agriculture and the worst forms of child labor in forced domestic service.<sup>(1)</sup> Child labor is primarily a rural phenomenon in Morocco, although it also occurs in urban areas. The Moroccan High Commission for Planning's recent annual labor surveys indicate a steady decline in the incidence of child labor over the past decade.<sup>(1, 2)</sup> Evidence suggests that child labor exists among Morocco's migrant population.<sup>(1)</sup>

Table 1 provides key indicators on children's work and education in Morocco. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		98.9

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(3)</sup>

Source for all other data: Understanding Children's Work Project's analysis, 2014.<sup>(4)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1, 5, 6)
	Fishing,† activities unknown (1, 5)
	Forestry, activities unknown* (1, 5)
Industry	Construction, activities unknown* (13–15)
	Weaving textiles*† (1, 7)
	Production of artisanal crafts (5, 8)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service (1, 8-12)
	Maintenance and repair of motor vehicles (1, 13)
	Street peddling (1, 14)
	Metallurgy* (1, 15)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation as a result of human trafficking (1, 2, 7, 12)
	Domestic service as a result of human trafficking (1, 2, 7)
	Forced labor in the production of artisanal crafts and construction (7)
	Forced domestic service (7, 9, 11, 16, 17)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Limited evidence suggests that abandoned child domestic servants, often forced to live on the streets, become vulnerable to commercial sexual exploitation.(18) Children, primarily boys, are engaged in commercial sexual exploitation in Tangier, Agadir, and Marrakech, which are popular tourist sites that attract customers from the Persian Gulf and Europe.(19) Children are trafficked from Morocco to countries in the Middle East and Europe for forced labor and commercial sexual exploitation.(2)

Despite strong enrollment rates in the early years of primary school, school dropout rates remain a problem. Recent research shows that causes of the high dropout rate include irrelevant school curricula and transportation barriers to attending school.(20) Violence and a lack of security in the school environment are also factors that cause children to drop out, increasing their vulnerability to child labor.(1, 20)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Morocco has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 143 of the Labor Code of 2004 (21)
Minimum Age for Hazardous Work	Yes	18	Article 147 of the Labor Code of 2004 (21)
List of Hazardous Occupations Prohibited for Children	Yes		Hazardous Child Labor List; Decree no. 2-10-183 (22)
Prohibition of Forced Labor	Yes		Article 10 of Labor Code of 2004 (21)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 503 of the Penal Code (23)
Prohibition of Using Children in Illicit Activities	Yes		Hazardous Child Labor List; Decree no. 2-10-183 (22)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Royal Decree of 9 June 1996 (24)
Compulsory Education Age	Yes	15	Law No. 04-00 (25)
Free Public Education	Yes		Law No. 04-00 (25)

\* No conscription or no standing military.

Children in the informal sector do not have the same legal protections as children working in the formal sector. The Labor Code does not apply to those who are self-employed, work in private residences (including domestic workers), or work in traditional artisan or handicraft sectors for businesses with less than five employees, which leaves children working in these sectors unprotected by the law.(7, 26, 27) A draft bill to clarify Article 4 of the Labor Code regarding child labor in traditional artisan or handicraft activities remains under review.(28, 29) The draft bill stipulates a minimum age of 15 years for such work and regulates apprenticeships in the sector to ensure these are educational opportunities and that youth are not used for menial tasks or other forms of child labor.(28, 30)

The Government continued to refine a draft bill that would increase protections for domestic workers. If passed, the law would prohibit the employment of children under 15 years of age as domestic servants and determine the working conditions, terms, and conditions of employment for those between the ages of 15 and 18.(27) The continued failure to pass this bill puts children in domestic service at risk for exploitive labor conditions.(1, 31)

The Labor Code allows children under the age of 15 to perform certain types of agricultural work and children 16–17 years to perform agricultural work at night, potentially exposing children involved in this exempted agricultural work to hazardous labor.(21) The Labor Code’s prescribed penalties for employing children under age 18 in hazardous work include fines or jail time between 6 days and 3 months. Moreover, the ILO Committee of Experts notes that the fines imposed on companies for employing children in hazardous work are inadequate to act as an effective deterrent.(27)

The Government participated in two workshops during the reporting period to draft additional trafficking provisions in the Penal Code that would add further protections for victims of human trafficking.(1)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Social Affairs’ (MOESA) Child Labor Task Force	Enforce child labor laws and oversee programs on child labor. Employ labor inspectors in 51 sectors nationwide; one inspector in each sector dedicated to child labor.(7, 30, 32, 33)
Ministry of the Interior	Enforce prohibitions on prostitution and other exploitive crimes involving minors as established in the Penal Code.(33)
Ministry of Justice and Liberties (MOJ)	Prosecute criminal offenses against children, such as commercial sexual exploitation and child trafficking.(32)
MOJ’s Child Labor Units	Process cases involving women and children once in the court system.(1)

Law enforcement agencies in Morocco took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

**Labor Law Enforcement**

No information was available on the number of child labor cases that were investigated or prosecuted. Reports from 2013 indicate that enforcement of child labor laws remains weak.(1, 13, 30) MOESA employs 492 labor inspectors; but, this number is insufficient to effectively enforce child labor laws.(7) Official procedures to process child labor violations require the participation of several agencies per case, placing an additional coordination burden on labor inspectors. Labor inspectors would have greater capacity to carry out their work if procedures could be streamlined.(1)

In 2013, child labor focal-point inspectors received additional training on child labor.(7)

A limited number of sources show that child labor laws were violated in small private farms and private urban residences that employ domestic servants as young as 6 years old. However, current law prohibits labor enforcement officials from entering these spaces.(7)

**Criminal Law Enforcement**

No information was available on the number of commercial sexual exploitation of children or child trafficking cases that were investigated or prosecuted.(1)

**IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Ministry of Solidarity, Women, Family and Social Development (MSWFSD)	Coordinate the implementation of the National Plan of Action for Children (PANE) (2006–2015). Establish continuity of child protection efforts, increase access to education, and eliminate child labor.(30, 33)
The National Observatory for Children's Rights	Register complaints related to child welfare and refer them to the labor inspectorate units and to the general law enforcement officials. Operate a toll-free telephone number available to child victims of violence, including commercial sexual exploitation. Operate specific units in hospitals for women and children who are victims of violence.(1) Operate 75 Child Reception Centers that provide services to child victims of violence, sexual abuse, or neglect.(30)
MOESA, Office for the Fight Against Child Labor	Provide some guidance and limited funding to NGOs working against child labor.(1)

Although the Government has a mechanism to coordinate its anti-trafficking efforts, it does not have a body to coordinate nationwide efforts to combat other forms of child labor.

**V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Morocco has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
MSWFSD's National Plan of Action for Children (PANE)*†	Establishes policies that promote children's health, protection, civic participation, and education. Supported by UNICEF.(30, 33) Promotes the Integrated Public Policy on the Protection of Children, an interdisciplinary approach to analyze the scope of services that prohibit, prevent, and respond to abuse, exploitation, and violence against children, and to define responsibilities by coordinating mechanisms to improve access, regional coverage, and impact of services.(1)
Migration Policy Reform†	Expands access to public education facilities for migrant children, decreasing their vulnerability to child labor.(1)
United Nations Development Assistance Framework (UNDAF)*	Addresses education, health, and socio-economic development in an effort to alleviate poverty. Focuses on equal access to education for vulnerable children.(34)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

# Morocco

## MODERATE ADVANCEMENT

During the reporting period, progress on the legislative and institutional front was slowed due to the breakup of the governing coalition and related ministry restructuring.(1)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Morocco funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Survey on Girls in Domestic Service†‡	MSWFSD program that carried out a survey on the domestic work of girls in Casablanca during the reporting period. Released publication in early 2014.(1)
Regional Child at Risk Program‡	MSWFSD program that serves child victims of sexual exploitation, street children, and other child workers in the regions of Agadir, Oujda, and Tangier.(35)
National Vocational Programs‡	Ministry of National Education and Vocational Training (MONEVT) program that provides education and training to at-risk youth; specific programs address factors that contribute to reduction of child labor.(1)
Ending Child Labor in Handicrafts‡	Government program in Fes and Marrakesh to reduce child labor in the handicraft sector. Aims to remove children under age 15 from child labor, reintegrate them into school, and improve the working conditions for children between the ages of 15 and 18. The budget is \$46,000.(6, 36)
"Tayssir," Conditional Cash Transfer Program‡*	MONEVT program that provides direct cash transfers, between \$7 and \$16 a month, to qualifying families if the children meet school attendance criteria. Aims to increase school enrollment and reduce dropout rates, particularly in rural areas.(28, 30, 37, 38) Succeeded in reducing public school dropout rates among its beneficiaries by 68 percent and increasing school enrollment by 10 percent during the reporting period.(1, 39, 40)
Non-formal education programs‡*	MONEVT program that offers vocational training and alternative education programs to assist school dropouts to re-enroll in school. Has enrolled a number of working children, including child domestics. During the 2012–2013 school year, enrolled 63,488 children, of whom 30,282 were girls.(30, 41)
Child Protection Centers (CSC)‡	Childhood Division of the Ministry of Youth and Sport program that provides social and educational services to minors referred by the courts.(42, 43) Serves victims of abuse, child laborers, and street children, among others. Aims to strengthen children's ties with their families and with society.(42, 43)
Child Protection Units(CPUs)‡	Government program that provides temporary shelter for street children, including former child domestic workers. Offers medical, legal, and psychological services and service referrals to targeted children. Managed through the PANE project, and based in Casablanca, Marrakesh, Tangier, Meknès, and Essaouira.(12, 30, 44)
Social Welfare Program*	Part of the UNDAF, addresses education, including equal access to education, especially for vulnerable children. Also addresses health and socio-economic development of children.(1)
Study on the Situation of Women and Children	A joint program by UNICEF and the Government that analyzes the vulnerabilities of women and children in Morocco. Data sets include child labor.(1)
National Initiative for Human Development Support Project Phase II (INDH2)*	\$100 million World Bank-funded, government program that increases access to basic services, such as schools; provides enhanced income-earning opportunities, such as micro-credit for women; and supports improved participation at the local level, to assure sustainability.(44-46)
High Commission for Planning	A division of the Ministry of Planning and Development of the National Territory that conducts annual labor surveys, which include collecting data on the number of children under age 15 who work.(6, 47, 48)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Morocco.

Some NGOs that work with child laborers and at-risk children receive only a small portion of their funding from the Government. They stressed that government support is not sufficient to carry out their activities, and most needed to rely on private and international donations.(1)

The High Commission for Planning's most recent national child labor survey, conducted in 2011, does not fully take into account child labor in the informal sector or in domestic work. Furthermore, the survey lacks a breakdown or further analysis of the number of children between the ages of 15 and 18 working in the worst forms of child labor.(1, 5)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

The reporting above suggests actions that would advance the elimination of child labor, including its worst forms, in Morocco (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Approve legislation to protect child domestic workers and to prevent children under the legal working age from working in domestic service.	2009 – 2013
	Approve legislation to prohibit children under the legal working age from employment in the handicraft sector and to regulate apprenticeships in traditional sectors.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2013
	Amend legislation to increase the penalties for those who employ children under age 18 in hazardous work.	2012 – 2013
	Ensure that children 15 to 18 are protected from involvement in dangerous agricultural work, including at night.	2009 – 2012
Enforcement	Increase number of labor inspectors.	2012 – 2013
	Publish information on the number of investigations and prosecutions and the amount of penalties imposed for violations of child labor and child exploitation laws.	2012 – 2013
	Streamline child labor enforcement procedures among Government agencies.	2013
Coordination	Establish a national coordinating mechanism to combat child labor, including its worst forms.	2012 – 2013
Government Policies	Take measures to ensure children's safety in schools and remove barriers to children's access to education.	2013
Social Programs	Conduct study to measure the impact of previous education plans and the impact of PANE.	2013
	Conduct research to determine the types of activities carried out by children working in farming, construction, and forestry to inform policies and programs.	2013
	Assess the impact that existing programs may have on child labor.	2013
	Ensure Government staff who conduct work related to child labor are qualified.	2013
	Institute programs to address the worst forms of child labor in domestic service.	2013
	Conduct a child labor survey that incorporates informal labor and domestic labor and gathers data on children ages 15 to 18 working in the worst forms of child labor.	2013

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# Morocco

## MODERATE ADVANCEMENT

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*In 2013, Mozambique made a minimal advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor completed a draft of the country's National Action Plan on Child Labor (2013–2019) presented jointly with the members of the Community of Lusophone Countries at the Global Conference on Child Labor in 2013. Police officers continue to receive training in child and trafficking in persons (TIP) protection and prevention and other social programs. However, children in Mozambique continue to engage in child labor in agriculture and domestic service. Mozambique's legal framework leaves gaps in preventing child labor and its worst forms. There is no list of hazardous activities prohibited to children, and education is only compulsory until age 13. Current programs focus on raising awareness about child labor, including street work, but do not address other sectors in which children, especially migrants, engage in dangerous work.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mozambique continue to engage in child labor in agriculture and domestic service.(1-3) Table 1 provides key indicators on children's work and education in Mozambique.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.5 (1,526,560)
Attending School (%)	5-14 yrs.	69.5
Combining Work and School (%)	7-14 yrs.	22.4
Primary Completion Rate (%)		52.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Clusters Survey 3, 2008.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Work on farms and small plots (1, 3, 6, 7)
	Production of cotton,* sesame,* seaweed,* and tea* (1, 3, 6, 7)
	Fishing, activities unknown* (1, 3, 6, 7)
	Forestry* (1, 3, 6, 7)
	Production of tobacco (6, 8-10)
Services	Mining* (11)
	Domestic service (6, 12-15)
	Construction, activities unknown* (11)
	Street work, including begging (2, 13, 16-21)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 11, 13, 16, 17, 22-26)
	Work in mines, agriculture, and domestic service as a result of human trafficking* (2)
	Debt bondage in agriculture* (2, 11, 27, 28)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Mozambique

## MINIMAL ADVANCEMENT

Mozambique lacks recent data on the industries and sectors in which child labor occurs.(28)

Child labor is often found in border towns among migrant children from neighboring countries. A 2013 UNICEF study found that children who migrated to the border town of Ressano Garcia work 10 to 12 hours a day for low or no pay, without access to education.(21) These children work as street vendors and as sellers of alcohol.(21)

Within Mozambique, commercial sexual exploitation is especially prevalent in rural areas, border towns, and in the regions of Beira, Maputo, Nacala, Nampula, and Tete.(2, 13, 16, 17, 22-26) During the reporting period, there was an increase of girls found in commercial sexual exploitation, especially in Beira, Chimoio, Maputo, Nacala, and Pemba. Commercial sexual exploitation of girls occurs in bars, clubs, restaurants, and at overnight stopping points in the southern transport corridor.(2)

Girls from Malawi, Swaziland, and Zimbabwe are trafficked to Mozambique for commercial sexual exploitation and forced domestic service.(2, 11, 16, 27, 29-34) Children are trafficked internally and to South Africa for commercial sexual exploitation and forced labor in agriculture, mines, and domestic service.(11, 23, 35-39)




Access to education in Mozambique is limited because of the lack of schools and teachers. Although primary education is free, the cost of school supplies is prohibitive for many families.(16, 18, 24, 40-43) The Government of Mozambique estimated in 2011 that nearly 200,000 school-age children were out of the school system.(44) Despite government efforts to provide birth registration to children, some children may not attend school because they do not have the birth records needed for enrollment.(25, 45, 46) In Mozambique, 7 percent of girls and 8 percent of boys attend secondary school.(2) Even though the National Organization of Professors establishes a code of conduct, verbal, physical, and sexual abuse is common in schools. Teachers often demand sex from students as a condition for advancement to the next grade.(13, 47) For many children, this type of abuse leads to withdrawal from school.(2, 13, 16, 40, 45, 47)

Additionally, there are an estimated 350,000 to 870,000 orphaned children, many of whom lost their parents to HIV/AIDS.(28, 44, 48, 49) The Government estimates that nearly 20,000 children are heads of households and are responsible for their younger siblings.(44, 50) As a result, they are likely to suffer poor school attendance and are at risk of entering the worst forms of child labor.(13, 16, 48)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Mozambique has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labor Law (51)
Minimum Age for Hazardous Work	Yes	18	Labor Law (51)
List of Hazardous Occupations Prohibited for Children	No		

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Constitution; TIP Law; Child Protection Act (52-55)
Prohibition of Child Trafficking	Yes		TIP Law; Penal Code; Law 6/2008 (3, 52-54)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 405 of the Penal Code; Article 64 of the Children's Code; TIP Law (2, 13, 56, 57)
Prohibition of Using Children in Illicit Activities	Yes		Act 3/97; TIP Law (3, 28)
Minimum Age for Compulsory Military Recruitment	Yes	19	Law on Military Service (58)
Minimum Age for Voluntary Military Service	Yes	18	Law on Military Service (58)
Compulsory Education Age	Yes	13	Child Protection Act (12, 41, 59)
Free Public Education	Yes		Child Protection Act (12, 41, 59)

The Labor Code does not specifically identify hazardous activities from which children are prohibited.(12, 13, 16, 28, 60) While children age 18 and younger are prohibited from military conscription, the age limit may be lowered during times of war, therefore making children vulnerable to the worst forms of child labor.(3)

Children working in the informal sector do not have the same legal protections as children working in the formal sector.(61)

The Government does not have a general law against child labor; children will remain vulnerable until a law is enacted that imposes sufficient penalties on child labor violators. The Office of Planning and Studies in the Ministry of Labor (MOL) reported that it plans to outline a child labor law, which would create sufficient penalties to prosecute those who violate child labor laws.(3)

The Government is revising the Penal Code; provisions to protect children from all forms of trafficking are expected to be included in the revised Code.(14, 16, 28, 62)

The Child Protection Act provides for free and compulsory education through primary school.(56) However, primary school covers 7 years and begins at age 6, making education compulsory until age 13 and leaving children ages 13–14 vulnerable to child labor, including its worst forms, because 15 is the minimum age to work.(12)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MITRAB)	Enforce child labor laws in a society that, in practice, permits child labor as a means to reduce poverty, especially when a child's parent has died from HIV/AIDS.(63-67)
Ministry of Justice	Operate recovery centers called " <i>Prisões Escola</i> ," which provide study opportunities for children who have been in trouble with the law.(7)
The National Police Force	Enforce all criminal laws, including forced child labor, child trafficking, the commercial sexual exploitation of children, and the use of children for illicit activities. Includes special gender-sensitive police units.(63) Assigned a specialist in each of 215 police stations to help women and children who were victims of trafficking, sexual abuse, domestic violence, and sexual assault. Through February 2014, 490 specialists have received this training.(68)
Criminal Investigation Branch (PIC)	Investigate and refer cases to the Attorney General's Office (PGR). Has a seven-person unit devoted to anti-trafficking and violence against women and children.(70)
PGR	Receive cases from the PIC, which have been prepared for prosecution. During the reporting period, continued to organize TIP law seminars for the police.(3, 68)
Labor Inspectorate General	Enforce criminal laws on trafficking, along with the police and PIC.(3)

# Mozambique

## MINIMAL ADVANCEMENT

The extent to which law enforcement agencies in Mozambique took actions to combat child labor, including its worst forms, is unclear.

### *Labor Law Enforcement*

During the reporting period, the Ministry of Labor (MITRAB) had 130 labor inspectors. In 2013, MITRAB had a budget of \$33,333 for child labor-related issues.(69) Inspectors are rarely able to carry out their work, as they are poorly trained; most are underpaid, making them susceptible to bribes. There are not enough inspectors to cover the entire population, especially when most of the population works in remote areas in agriculture.(3)

The MOL does not provide data on the number of inspections carried out for different labor law violations. Therefore, there is no information available on the number of inspections of child labor violations.(3) There is no mechanism in place for the public to report labor law violations.(3, 63)

Research found that children working in the informal sector do not have the same protections under child labor laws and regulations as children working in the formal sector. Moreover, the ILO Committee of Experts has encouraged the Government to expand its investigative efforts, including increasing the capacity of the labor inspectorate to monitor child labor in the informal sector.(70)

### *Criminal Law Enforcement*

The Ministry of Justice did not release the number of cases initiated in 2013 or carried forward to 2014. During 2013, there were 26 cases of defendants brought to trial for TIP), with two acquitted and 24 convicted. All 24 convictions carried prison sentences, ranging from 10 months to 19 years.(71)

In January 2013, Mozambican authorities worked with South African authorities who found five Mozambican girls in forced prostitution in South Africa. The PGR has been following this case in South Africa.(68)

There is no information available on violations of the worst forms of child labor.(3) Evidence suggests that the Government lacks the procedures to identify victims of child trafficking and to provide significant assistance to child victims of commercial sexual exploitation.(16, 24, 72) The Ministries of Justice and Interior, including the police and the Labor Inspectorate General, have insufficient financial and human resources to enforce laws pertaining to children effectively.(3, 12, 45, 69, 73, 74) The Attorney General's Office states that police reports submitted for prosecution are of very low quality, and lack appropriate evidence for prosecution.(3)

During the reporting period, trainings on TIP prevention and protection and children's rights continued for police officers.(68, 74) Mozambique's Center for Judicial Training included a session on trafficking that was conducted for 50 judges.(3, 73, 74) Furthermore, 20 Mozambican judges were trained in Brazil and produced an electronic manual on TIP.(74) During the reporting period, the Attorney General's Office worked with provincial governments to create interministerial "reference groups" for TIP and vulnerable children; they consist of officials from the provincial administrative office, the Attorney General's Office, the police, border guards, social workers, and NGOs.(68)

Despite these efforts, the Government of Mozambique lacks sufficient resources to assist trafficking victims; for example, it lacks safe houses and any formal referral system for victims.(16, 27, 73-75)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established an institutional mechanism for the coordination of child welfare issues; however, there are no mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).



**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Council on the Rights of the Child (CNAC), an interagency commission led by the Ministry of Women and Social Action (MIMAS)	Coordinate efforts to promote the welfare of children. Composed of civil society representatives and the Ministries of Justice, Education, Health, and Youth and Sports.(7)
National Commission on Children's Rights	Interministerial body created in 2010; includes representatives from the Ministries of Education, Health, Interior, Women and Social Action, and Justice. Lacks resources to carry out child protection plans.(3)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mozambique has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan of Action for Children II (2013–2019)*	Establishes 13 goals, which include an increase in birth registrations, access to education, decrease in child marriage, and an increase in participation of children in social protection programs. Establishes four priority areas: child survival, child development, child protection, and child participation.(69, 76)
Poverty Reduction Action Plan (2011–2014)*	Aims to increase production and productivity in farming and fishing. For children, focuses on basic education, special needs, nutrition, civil registration, judicial assistance, and other social protection programs.(7) Runs the Five-Year Government Program (2010–2014), which focuses on combating poverty and work culture as a way to reach economic growth and poverty reduction.(7)
The National Action Plan on Birth Registration*	Aims to clear away a backlog of birth registrations and to strengthen and decentralize the birth registration system.(40, 48)
The Strategic Plan for Education and Culture (2006–2010/2011)*	Aims to ensure primary education is free and compulsory through higher primary school (grades six and seven) and to improve post-primary education.(77) Proposes to increase access to education for female students, support the construction of new schools, and encourage the training and recruitment of teachers.(77)
Employment and Professional Training Strategy (2006–2015)	Aims to raise awareness and disseminate information about labor laws, including the laws pertaining to the worst forms of child labor.(42, 78)
Strategic Plan of Action on Combating Trafficking in Persons, Especially Women and Children in the Southern African Development Community	Adopted in 2009. Research did not uncover any updates or additional information on this Plan of Action.(40, 78)
Southern African Regional Network against Trafficking and Abuse of Children	Provides advocacy and services for victims; composed of government and civil society representatives. Works to prevent child abuse, commercial sexual exploitation, child labor, and trafficking.(33)
National Strategy for Basic Social Insurance*	Organizes support for the most vulnerable and improves their capacities to manage and mitigate sudden and cyclical shocks.(71) Defines the guidelines and actions for social basic protection for 2010–2014, which is ensured by the Ministry of Women and Social Action and other institutions such as the Ministry of Health, Education, and Justice.(71) Includes the Direct Social Support Program (PASD), <i>Programa de Apoio Social Directo</i> , which aims to provide access and maintenance of children in school through food assistance, school supplies, and medical.(7)
Five-Year Government Program (2010–2014)‡*	Ensures access to basic education for the most vulnerable children.(7) Significant component of this program is the Direct Support to Schools (ADE) program, with a budget of USD \$18 million for primary schools and \$1.5 million for secondary schools in both 2013 and 2014.(71) Provides funds to school councils and parent associations to use in improving access and quality.(71)
Employment and Professional Training Strategy (2006–2015)	Reduces poverty and unemployment by working with employers, workers, and members of civil society. Conducts child labor research on different topics and sectors to help design and implement government interventions. Establishes support for participating institutions; implementing policies and legislation on child labor; and providing training in child labor subjects for institutions, stakeholders, and civil society.(7)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Ministry of Labor completed a first draft of the country's National Action Plan on Child Labor and the Ministry of Justice drafted the Action Plan for the Central Office for the Protection of Trafficking Victims.(3, 68)

# Mozambique

## MINIMAL ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Mozambique participated and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
USDOL-funded project	USDOL-funded project to assist countries in developing a National Plan for Eradication of Child Labor. Promotes South-South cooperation between Lusophone-speaking countries to eliminate the worst forms of child labor.(79, 80)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve research and the collection of data on child labor and forced labor.(81)
10-year UNESCO Literacy Initiative*	Government participates in a 10-year UNESCO Literacy Initiative.(28)
Police training course on combating domestic violence, HIV/AIDS, and TIP*	Government and UNICEF program, which is a two-week course covering prevention and protection of TIP victims, rights of children, domestic abuse, and child custody law. Participants receive handbooks and copies of laws. Course is now a permanent part of the police training curriculum.(3)
Cash transfer program for children head of households*	Government cash transfer program approved in 2010 and largely funded by USAID. Allows orphans and vulnerable children ages 12–18 to receive benefits. Cash transfers to child-headed households are funded through the National Basic Social Security Strategy (ENSSB).(71) While no data are available on how many children benefit from this program, the Government of Mozambique has been steadily increasing funding to social protection mechanisms since 2011.(3, 71)
Government education funding††*	Government received \$1.2 million US (\$33.7 million Meticaïs) in funding for education in 2013, representing a 18 percent increase from 2012.(82)
Street programs for children	Programs organized by the Government and civil society organizations that provide shelters and schooling to prepare street children for reintegration into society. The Government is working with civil society to write regulations that would define minimum standards for assessing foster care providers and would more clearly define standards for the reintegration of street children into families.(16, 71)
UNICEF Training	UNICEF training program for government officials on the use of radio broadcasts to communicate with the public about issues of child abuse, including child labor.(63)
Hotline Speak Child-116‡*	Government-run telephone hotline, Speak Child-116, established in 2009 to report cases of child abuse and exploitation.(83) Between January and March 2012, the hotline received 366 cases reports of these cases, of which 51 were referred to the police, 45 to the Women and Children Victim Assistance Unit (GAMC), and 33 to the Family Council.(84) In 2013, with the support of UNICEF, a text message system was set up to receive complaints.(85) It is unknown how many of the complaints were related to child labor.
Commercial sexual exploitation and trafficking protection mechanisms‡	Government protection mechanisms for victims of child trafficking and commercial sexual exploitation. There is a system in place for reporting instances of the sexual exploitation of children.(16, 29, 63, 64, 74, 75) The Government also maintains approximately 184 help desks for trafficking victims. Victims are also referred to police stations to file complaints and receive assistance.(29, 52, 62, 69)
Victims of Violence Centers‡	Government program operated by the Women and Children Victim Assistance Unit that provides temporary shelter to child victims of trafficking.(69) In 2013, the Government opened two new centers, for a total of 24 centers.(71)
Permanent shelter for vulnerable children‡	Permanent shelter, with two psychologists on staff run by the Government and Save the Children Fund for vulnerable children, including trafficking victims.(68)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Mozambique.

There are no data on how much funding is provided to eliminate and prevent child labor and on progress made under the programs.(3)

Although Mozambique has programs that target child labor, the scope of these programs, especially in agriculture and domestic service, is insufficient to address the extent of the problem fully.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mozambique (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Labor Law to identify hazardous activities from which children are prohibited.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2013
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009 – 2013
	Approve the draft TIP Action Plan.	2009 – 2013
	Ensure children under age 18 are prohibited from military conscription in all circumstances.	2010 – 2013
Enforcement	Allocate sufficient resources to MITRAB, and training for MITRAB officials to conduct inspections.	2009 – 2013
	Train police in reporting techniques for sexual exploitation cases to ensure that violators of law are prosecuted.	2012 – 2013
Coordination	Create a mechanism to coordinate policy and efforts on the worst forms of child labor.	2010 – 2013
	Ensure the Labor Inspection Office targets sectors in which children are known to work, including agriculture.	2009 – 2013
	Make information publicly available on the number of inspections and the sectors in which inspections were carried out and of sanctions imposed for child labor violations.	2009 – 2013
	Create mechanisms to identify victims of child trafficking and commercial sexual exploitation.	2011 – 2013
Government Policies	Ensure the National Plan of Action for Children (2013–2019) has the financial resources necessary for implementation.	2012 – 2013
	Take measures to ensure children, particularly girls, have access to good quality education and are safe in schools; also include prosecuting teachers who demand sex with students as a condition for advancement.	2010 – 2013
	Assess the impact that existing educational and other policies may have on child labor.	2010 – 2013
Social Programs	Develop social protection programs that assist children working in sectors such as agriculture, domestic service and for victims of trafficking.	2010 – 2013
	Assess the impact of social programs on child labor.	2010 – 2013
	Collect data on the prevalence of child labor in different sectors.	2013
	Disaggregate the number of complaints made to the Hotline Speak Child-116 that relate to child labor.	2013

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# Mozambique

## MINIMAL ADVANCEMENT

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# Namibia

## MINIMAL ADVANCEMENT

*In 2013, Namibia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government eliminated the requirement that parents contribute to primary school development funds and slightly increased the number of labor inspectors employed. However, children in Namibia continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Gaps remain in existing laws regarding child prostitution and the use of children for illicit activities; the draft Child Care and Protection Bill and hazardous list are still pending approval; and resources for enforcement are insufficient. In addition, the number of labor law inspections decreased during the year.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Namibia are engaged in child labor in agriculture, and in the worst forms of child labor in commercial sexual exploitation.<sup>(1-5)</sup> The most recent Child Activities Survey is from 2005.<sup>(2, 5)</sup> Table 1 provides key indicators on children's work and education in Namibia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		85.4

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(6)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Tending and herding livestock, including cattle, sheep,* and goats* (3, 5, 7, 8)
	De-bushing, plowing, planting, weeding, protecting crops against birds, and harvesting (3)
Services	Domestic service (4, 8, 9)
	Taking care of children (3, 10, 11)
	Working in informal bars called <i>shebeens</i> , activities unknown (5)
	Vending, including on the street (11, 12)
	Street work, activities unknown (13)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (5, 8, 11, 13)
	Work in agriculture, cattle herding, and domestic service as a result of trafficking (8, 11, 13, 14)
	Forced labor in agriculture and domestic service (8)
	Used by adults to commit crimes, including drug trafficking, residential break-ins, and cattle theft (4, 8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Child labor in Namibia takes place mainly in agriculture on communal farms in the northern part of the country. Livestock herding is conducted primarily by boys.(5) Girls perform the majority of domestic work.(4, 13) Girls, and to a lesser extent boys, are engaged in commercial sexual exploitation.(4, 13) Although evidence is limited, it is reported that girls from Angola, Zambia, and Zimbabwe are commercially sexually exploited within the country.(4, 14) Children orphaned as a result of HIV/AIDS and children from the marginalized San ethnic group are particularly vulnerable to all types of exploitation.(13, 15)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Namibia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Chapter 2, Article 3 (3) of the Labor Act (16)
Minimum Age for Hazardous Work	Yes	18	Chapter 2, Article 3 (4) of the Labor Act (16)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 9 of the Constitution; Chapter 2, Article 4 of the Labor Act (16, 17)
Prohibition of Child Trafficking	Yes		Section 15 of the Prevention of Organized Crime Act (4, 18, 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Combating of Immoral Practices Act Amendment Act of 2000; Children's Act of 1960 (9, 20)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Chapter 9 of the Namibian Defense Force Personnel Policies (4, 13, 21)
Compulsory Education Age	Yes	16	Article 20, Constitution (17)
Free Public Education	Yes		Article 20, Constitution (17)

\* No conscription or no standing military.

There continue to be gaps in Namibia's legal framework. The previously drafted list of hazardous activities for children was not taken up for review and approval by the Minister of Labor and Social Welfare (MLSW) during the reporting period.(22) The Combating of Immoral Practices Act and the Children's Act of 1960 prohibit parents, guardians, or those possessing custody of a child from offering the child for prostitution but do not fully prohibit the use, procurement, or offering of all children under the age of 18 for prostitution or pornography.(9, 20) While the

# Namibia

## MINIMAL ADVANCEMENT

Government, in collaboration with civil society, has drafted a Child Care and Protection Bill to specifically address child trafficking and other crimes including prostitution, pornography, and the use of children for illicit activities, the Bill has yet to be brought before Parliament.(4, 5, 9)

Article 20 of the Constitution mandates free compulsory education until the completion of primary education or attainment of age 16, whichever comes first.(17) Although free education is guaranteed by the Constitution, the Education Act of 2001 authorizes schools to establish school development funds to be paid by parents.(23) In 2013, the Ministry of Education (MOE) abolished the requirement that parents contribute to their child's school development fund. This requirement had previously been a barrier to some children's ability to attend school.(15, 24)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Welfare (MLSW)	Enforce child labor laws and investigate allegations of child labor law violations, including forced labor. Responsible for cases involving trafficking and commercial sexual exploitation of children.(4, 5, 25) Work with the Ministry of Safety and Security (MSS); Ministry of Gender, Equality, and Child Welfare (MGECW); Namibia Central Intelligence Service; and the Ministry of Education (MOE) on child labor matters.(4, 5) Lead these ministries in joint inspection teams.(4, 5, 25)
Ministry of Safety and Security (MSS)	Enforce criminal laws and conduct site visits with labor inspectors in case a criminal case needs to be opened.(4, 5) Enforced by Namibian Police, particularly its 16 Women and Child Protection Units (WACPU) and Criminal Investigations Division.(4, 26)
Ministry of Gender, Equality, and Child Welfare (MGECW)	Lead all anti-trafficking efforts and coordinate closely with the Namibian Police's WACPU.(4, 5) Responsible for cases involving trafficking and commercial sexual exploitation of children.(4, 25) Remove children from child labor situations during inspections and bring to a regional WACPU to receive assistance from MGECW social workers or to an MGECW shelter, six of which exist throughout the country.(4)
Joint Child Labor Inspection Committee	Coordinate activities to enforce child labor laws. Led by MLSW and comprised of MLSW, MSS, and MGECW officials.(5) Refer children identified during labor inspections or investigations to MGECW social workers or to an MGECW-operated shelter for care.(5)

Labor law enforcement agencies in Namibia took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

#### *Labor Law Enforcement*

In 2013, the Labor Inspectorate employed approximately 73 labor inspectors, an increase of 33 inspectors from the previous reporting period. All inspectors received child labor training during the year.(5) In-country stakeholders report that the number of inspectors is not sufficient to cover the entire country, especially remote rural areas.(5) The MLSW conducted 1,981 labor inspections, approximately 1,000 fewer inspections than were conducted in the previous reporting period. Inspections were conducted in agriculture, retail sales, security, domestic employment, and fishing and construction.(5) No child labor violations were identified during the inspections.(5)

Inspections are carried out in all areas where work is performed.(27) However, inspectors sometimes have difficulty gaining access to large communal and family-owned commercial farms and to private households.(15, 25) NGOs report that the difficulty accessing private and small rural farms makes addressing child labor challenging.(5, 15)

#### *Criminal Law Enforcement*

Research found no evidence that criminal law enforcement agencies in Namibia took actions to combat child labor in 2013. No information is available on the number of investigators responsible for enforcing criminal laws on the worst forms of child labor or the number of investigations conducted. There were no prosecutions or convictions for child labor violations.(5)

# IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms.

Currently, worst forms of child labor issues are handled by the MLSW, in conjunction with the Ministry of Home Affairs and Immigration, Namibian Police, MGECSW, and MOE. The ministries coordinate their efforts through the regional WACPU that house police, social workers, legal advisors, and health workers, and regional Child Care and Protection Forums led by local councils, with participation from civil society.(4)

# V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Namibia has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
Education for All National Plan (2001–2015)*	Focuses on providing all children, including the most vulnerable, with relevant and quality education.(28)
Decent Work Country Program (2010–2014)	Outlines strategies for promoting decent work in Namibia. Prioritizes employment promotion, enhanced social protections, and strengthening social dialogue and tripartism. Includes elimination of forced labor and child labor as an outcome.(29)
National Agenda for Children (2012–2016)*	Guides the Government in advancing and protecting children's rights.(11, 30)
National Development Plan Four (2012/2013–2016/2017)	Outlines goals and priority areas for national development. Includes child protection and trafficking concerns.(5, 31)
National Plan of Action on Gender-Based Violence (2012–2016)	Lays out plan for reducing incidence of gender-based violence and improving the country's understanding and response. Includes child protection and trafficking concerns.(4, 5, 32)
National Protection Referral Network*†	Outlines flow of services for children experiencing any form of abuse.(26)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In 2013, the Government did not establish any policies in relation to child labor.

# VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Namibia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 7. Social Programs to Address Child Labor**

Program	Description
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> established by the Hague Global Child Labor Conference in 2010.(33) Aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and strengthen legal protections and social service delivery for child domestic workers.(33)
Social Protection System*‡	MGECSW-run, comprehensive, social protection system that includes grants for orphans and children in foster care and child maintenance grants for children whose parents have died, are on pension, or are in prison. Child welfare grants administered by MGECSW.(4, 34)
Namibian School Feeding Program*‡	Government program providing mid-morning meal to about 270,000 school children throughout the country.(26)
National Youth Service*‡	Government program offering training in civic education, national voluntary service, and job skills to unemployed youth, some of whom have never attended school.(26)
Birth Registration and Documentation*	UNICEF and Government-sponsored efforts to register births and issue birth certificates, including through mobile birth registration.(5, 15)
Hotline*‡	Government-run, toll-free hotline operated by Namibian Police for reporting crimes, including child trafficking.(35)

**Table 7. Social Programs to Address Child Labor (cont)**

Program	Description
Shelters and victim services*‡	Six government-established shelters for women and children to assist victims of sexual assault, gender-based violence, trafficking, and worst forms of child labor.(4, 36) Includes three Government-run “one-stop-shops” for victim protection that provide lodging, medical, and psychosocial care for victims. Also provides subsidies and funding to NGOs that assist victims of trafficking.(37)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Namibia.

Although the Government of Namibia provides assistance to vulnerable children and services to some victims of child labor, research found no evidence of programs to assist children in agriculture, commercial sexual exploitation, and domestic service.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Namibia (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Pass the Child Care and Protection Bill to comprehensively address child trafficking, child prostitution, and the use of children in illicit activities.	2012 – 2013
	Finalize and adopt the list of hazardous work activities.	2012 – 2013
Enforcement	Provide appropriate levels of adequately trained personnel to enforce labor laws.	2012 – 2013
	Make information publicly available on the number of criminal investigators and investigations related to child labor violations.	2012 – 2013
Coordination	Establish a coordinating mechanism for efforts to combat the worst forms of child labor.	2012 – 2013
Government Policies	Assess the impact of existing development, education, and child protection policies on addressing child labor.	2013
Social Programs	Conduct research on child labor in the country.	2013
	Develop programs to prevent children's involvement in the worst forms of child labor, including agriculture, commercial sexual exploitation, and domestic service.	2009 – 2013
	Assess the impact that existing child assistance programs may have on addressing child labor.	2011 – 2013

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# Nepal

## MODERATE ADVANCEMENT

*In 2013, Nepal made a moderate advancement in efforts to eliminate the worst forms of child labor. Despite the lack of a functioning Constituent Assembly for all of 2013, the Government took several actions to address child labor. The Government doubled the number of labor inspectors; set three new directives on how the rescue, rehabilitation, and reintegration of child laborers is conducted; and began reporting on the number and type of inspections it conducts and the resulting sanctions imposed on violators. Additionally, the Government began using the \$4.73 million Central Labor Welfare Fund, which is partially used to rehabilitate former child laborers through support programs, including scholarships and vocational training. The Government participates in several programs to strengthen its national legislation and policies regarding child labor, improve its education system, and withdraw and prevent children from the worst forms of child labor. However, children in Nepal continue to engage in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation. Nepal lacks a compulsory education law and children ages 16 and 17 are excluded from the protections of the country's hazardous work list, leaving children vulnerable to the worst forms of child labor. The number of investigations and convictions for child trafficking is also inadequate given the scope of trafficking in Nepal.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nepal are engaged in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation.(1-6) More than three-quarters of child laborers work in agriculture.(1, 2, 6) More girls than boys are subjected to hazardous labor, including commercial sexual exploitation, and many children work under informal work arrangements.(2, 7-9) Table 1 provides key indicators on children's work and education in Nepal.

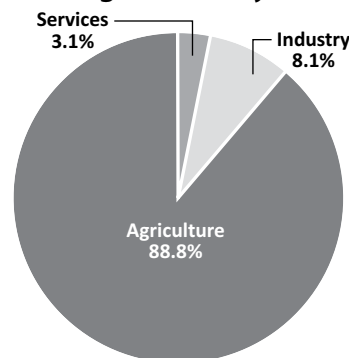
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	33.7 (2,097,163)
Attending School (%)	5-14 yrs.	89.5
Combining Work and School (%)	7-14 yrs.	35.2
Primary Completion Rate (%)		99.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2014.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey, 2008.(11)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown (1, 2, 6)
	Production of bricks (3, 12-14)
	Mining and stone breaking (3, 15-17)
	Construction, activities unknown† (1, 18)
Industry	Weaving carpet (19, 20)
	Producing embroidered textiles† (3, 21, 22)
	Work in transportation,† including soliciting passengers, collecting fares, assisting passengers, and cleaning, loading, and repairing vehicles (3, 18, 23, 24)
Services	

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Rag-picking and recycling (25, 26)
	Portering (13, 27, 28)
	Domestic service (3, 18, 29-32)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (3-5, 33)
	Work in leather, garments, embroidered textiles, domestic service, begging, and in circuses* as a result of human trafficking (5, 16, 33-35)
	Forced labor in carpet weaving, domestic service, stone breaking, brick manufacturing, embroidery of textiles (zari), and begging (5, 16, 21, 36, 37)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Forced labor, including bonded labor, exists in Nepal. Some children, called *Kamaiyas*, are born into a family legacy of bonded labor, while other bonded child laborers come from large, landless families.(21, 37) Girls who are forced to work as household servants are sometimes sexually abused.(29, 38, 39)




Nepali children are trafficked to India to work in various sectors, including the embroidery, leather, and garment industries. Some also work in domestic service or are forced to beg.(5, 34, 40) Limited evidence suggests that some children are also trafficked to India to work in circuses—although reports indicate that in recent years the number of children working in circuses has declined significantly.(35) Nepal is also a source country for children trafficked to India and the Middle East for commercial sexual exploitation. Internal trafficking occurs for commercial sexual exploitation and indentured work in domestic service or as factory workers.(5, 16, 33)

Research indicates that not all children in Nepal have access to education, which increases the risk of children engaging in the worst forms of child labor. Some rural villages do not have secondary schools, requiring children to walk for hours to attend classes.(41) The costs of teacher fees, books, and uniforms are prohibitive for many families. Some children, often girls, are not sent to school.(7) In addition, children with disabilities face barriers to education, in some cases, including denial of school admission.(42) A lack of sanitation facilities in schools also deters some girls from attending.(43)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Nepal has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Chapter 2.3.1 of the Child Labor Prohibition and Regulation Act of 2000 (44)
Minimum Age for Hazardous Work	Yes	16	Chapter 2.3.2 of the Child Labor Prohibition and Regulation Act of 2000 (44)
List of Hazardous Occupations Prohibited for Children	Yes		Schedule of the Child Labor Prohibition and Regulation Act of 2000 (44)
Prohibition of Forced Labor	Yes		Child Labor Prohibition and Regulation Act of 2000; Children's Act of 1992; Kamaiya Labor Prohibition Act of 2002; Article 29 of the 2007 Interim Constitution; Human Trafficking and Transportation Control Act of 2007 (44-47)
Prohibition of Child Trafficking	Yes		Human Trafficking and Transportation Control Act of 2007 (35, 47)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Children's Act of 1992 (45)
Prohibition of Using Children in Illicit Activities	Yes		Human Trafficking and Transportation Control Act of 2007 (47)
Minimum Age for Compulsory Military Recruitment	N/A*		Basic Principles for Appointment and Promotion to Military Service 2007 (1, 48)
Minimum Age for Voluntary Military Service	Yes	18	Basic Principles for Appointment and Promotion to Military Service 2007 (1, 48)
Compulsory Education Age	No		
Free Public Education	Yes		Education Act of 2009 (49)

\* No conscription or no standing military.

During the reporting period, the Government finalized amendments to the Child Labor Prohibition and Regulation Act of 2000; however, it has not yet been submitted to the Constituent Assembly. If the amendments become law, they will raise the maximum age to be considered a child from 16 to 18 years to be in line with international standards regarding working in hazardous conditions and activities; increase the maximum fine for illegally employing a child, including in hazardous activities and conditions; and provide protections for informants and witnesses involved in criminal investigations of child labor.(1)

In June 2013, the Government outlawed *kamlari* bonded labor, a form of bonded labor specific to female child domestic servants.(50) However, evidence suggests that as of December 2013, the practice is still occurring in western districts of Nepal and Kathmandu.(51)

The Child Labor Prohibition and Regulation Act of 2000 establishes a list of occupations prohibited for children, such as working in the tourism industry, workshops, laboratories, slaughterhouses, cold storage facilities, public transportation, construction, manufacturing, and energy production.(44) However, the minimum age of 16 for hazardous work, as stated in Chapters 1.2.a and 2.3.2, is not consistent with international standards and fails to protect children ages 16 and 17 from work that could jeopardize their health and safety.(52) During the reporting period, the Government of Nepal began a Decent Work Country Program with the ILO, which intends to create a revised list of hazardous occupations prohibited to children.(53)

Children ages 16 and 17 are not covered under the Children's Act, as stated in Chapter 1.2.a, and therefore may face criminal penalties if found participating in activities, including commercial sexual exploitation and the sale of drugs. Because 16 and 17 year olds are not consider children under the legal framework, there is no prohibition against employing children ages 16 and 17 in the production of pornography.(45)

Education is not compulsory in Nepal; this may make children vulnerable to child labor.(1, 54)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor (DOL)	Enforce child labor laws, with inspectors having jurisdiction in both the formal and informal sectors. Located within the Ministry of Labor and Employment (MoLE).(1)
Office of Attorney General	Prosecute trafficking-related cases from the district level to the Supreme Court. Located within the Ministry of Law.(1)
The Women's and Children's Service Directorate of the Nepal Police	Investigate crimes against women and children, including trafficking. Conduct work through the Nepal Police Women and Children Service Centers (WCSCs), commonly called the Women's Cell, located in all 75 districts. Nepal Police operate under the Ministry of Home Affairs.(1)
The Office of the Special Rapporteur on Trafficking	Monitor the enforcement of laws related to trafficking in persons, including the commercial sexual exploitation of children, at the national level. Part of the National Human Rights Commission.(1)
Central Child Welfare Board (CCWB)	Monitor the enforcement of laws related to child exploitation, including the commercial sexual exploitation of children, at the national level. Located within the Ministry of Women, Children and Social Welfare (MWCSW).(1)
District Child Welfare Boards (DCWB)	Enforce child labor laws at the local level. Manage interagency coordination and the levying of civil fines to address child labor issues. Governed by a CCWB located within the MWCSW.(1)
Chief District Offices (CDO) and Women Development Offices	Monitor the enforcement of laws related to the commercial sexual exploitation of children at the district level. Located within the Ministry of Home Affairs.(1)
National Network Against Child Labor (NNACL)	Serve as a referral mechanism for children who are found in child labor to access services.(55) Consists of district labor officers, district women and children officers, officers from the Nepal Police Women and Children Service Center, CDOs, NGOs, and thousands of youth clubs.(1)
National Coordination Committee on Human Trafficking	Implement laws and counter trafficking efforts, including working with NGOs to link children to proper services. Formed by the MWCSW and made up of senior officials from the MWCSW and other ministries, as well as representatives of NGOs and intergovernmental agencies and victims. Serve as the lead agency involved in policy to control human trafficking.(1)
Kathmandu Child Labor Committee	Address reports of bonded child labor in Kathmandu. Comprised of the CDO, three assistant CDOs, the Child Welfare Officer, and others as needed.(1)
Monitoring Action Committee	Investigate reports of commercial sexual exploitation, including the exploitation of children specifically in the adult entertainment sector.(3)
Ministry of Land Reform and Management	Enforce laws that prohibit bonded labor in agriculture.(36)

Law enforcement agencies in Nepal took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, DOL reported that it revamped its inspection program, adding 11 new inspector positions, bringing the total to 21. In contrast to previous years, all positions were filled in 2013.(1) In the absence of an official DOL inspector, Chief District Offices (CDO) and Nepal Police officers have the authority to act on child labor issues.(1) Additionally, DOL and NGOs provided funding, support and basic training for child rights offices in each of Nepal's 75 districts under their District Child Welfare Boards (DCWB). In fiscal year 2013–2014, DOL operated on a budget of approximately \$246,000.(1, 55)

Labor inspectors received routine training on laws and enforcement relating to child labor.(1) CDOs and Nepal Police officers received training on laws and enforcement related to child labor in their introductory training programs. The CCWB provided child rights training to Child Rights and Child Welfare Officers in all 75 districts.(1)

In 2013, DOL reported that it conducted 800 inspections, a 33 percent increase from the previous year. The majority of inspections were in the informal sector, particularly in brick making and carpet weaving, which are known to employ child laborers.(1) As a result of inspections, DOL issued 35 violations for minor child labor infractions. The maximum fine was \$100 and employers were made to forgive any loans the child may have been paying off, the



# Nepal

## MODERATE ADVANCEMENT

maximum loan amount being \$500.(1) Ten employers caught violating child labor laws absconded and are believed to be in India.(1) DOL rescued 179 children from situations involving the worst forms of child labor. DOL has also started checking in on rescued children periodically to ensure they do not re-engage in the worst forms of child labor.(1) While funding and support from the Government greatly increased in 2013, NGOs report that the number of inspections was still inadequate to meet the child labor problem in Nepal, and the number of citations was low compared to the size of the problem.(1)

In June 2013, the CCWB, DOL, Nepal Police and NGOs raided 10 embroidery factories in the Kathmandu Valley, rescuing 39 children, 30 of whom were under the age of 14.(4)

During the reporting period, the DOL formed the National Network Against Child Labor (NNACL) as a referral mechanism to ensure coordination between enforcement agencies and NGOs providing rehabilitation services to children removed from child labor.(55) Its coordination committee met once a month.(1)

### *Criminal Law Enforcement*

In 2013, DOL issued three new directives concerning child laborers. The first addresses the rescue, reintegration, and the rehabilitation of child laborers; the second establishes operating procedures for rescues; and the third sets out operating procedures for child labor transit homes.(1) In addition, the Kathmandu CDO formed a committee to address reports of bonded child labor in Kathmandu. As of December 2013, the CDO's office had rescued four girls working as domestic laborers. Two of the girls were under 18 years of age, and two had been working in the third-party homes since they were 10 or 11 years old.(1) However, no charges were filed and the employers received a warning.(55)

There are 110 WCSCs and 387 investigators throughout Nepal's 75 districts. The Government has called for a total of 240 WCSCs and reports that they are in the process of opening the remaining 130 centers.(1) From July 2012 through July 2013, at least 144 human trafficking cases were registered with police, although it is unclear how many of the victims were children. During the same period, the Office of the Attorney General reported that 120 people were convicted for trafficking and 165 new cases involving 376 alleged perpetrators were filed and were awaiting trial, though the data do not indicate the ages of the victims.(1) Despite these increased efforts, officials and NGOs indicate that the number of investigations and convictions for child trafficking is inadequate relative to the scope of the problem.(1, 56) Officials acknowledge enforcement efforts are underfunded and that investigators have insufficient resources to investigate all trafficking cases.(1, 57)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Steering Committee	Implement the National Master Plan on Child Labor (2004–2014) and coordinate child labor eradication efforts.(9) Headed by the MoLE and comprised of other government departments, NGOs, employers, trade unions, and donors.(58)
Child Labor Elimination Section	Coordinate, monitor, and report on child labor in Nepal. Operates under MoLE.(9)
Inter-Agency Coordination Group	Collaborate with the Government in assessing and mapping child protection in Nepal. Comprised of UNICEF, Plan Nepal, Save the Children International, Terres des homes, World Vision, and World Education International.(59)

The National Steering Committee has not met in the past two years.(56, 59) However, during the reporting period, the Committee was active in drafting a revised list of hazardous occupations prohibited for children, initiating processes for the amendment of the Child Labor Prohibition and Regulation Act, and developing policy on child labor elimination in support of the revised national Master Plan on Child Labor (2011–2020).(59)

According to both NGOs and DOL, official coordination mechanisms between agencies and NGOs to address child labor issues have been strengthened during the reporting period. NGOs report that official coordination is strongest at the local level, but still remains relatively weak at the central level.<sup>(1)</sup> Both the Government and NGOs report that increased government funding and local government activism had a significant positive impact on the reduction of child labor, particularly in Bhaktapur and Sindulpalchok districts.<sup>(1, 59)</sup>

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Nepal has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Master Plan on Child Labor 2004–2014	Aims to eliminate the worst forms of child labor by 2009 and all forms of child labor by 2014. (60) Identifies bonded child labor, rag-picking, portering, child domestic service, mining, carpet weaving, and child trafficking as the worst forms of child labor to be addressed. Overseen by DOL. <sup>(1, 61)</sup> Review in 2010 produced the Master Plan on Child Labor (2011–2020), which is awaiting parliamentary approval. <sup>(1, 9)</sup>
School Sector Reform Plan (2009–2015)	Targets children out of school and at risk of entering the worst forms of child labor. <sup>(1)</sup> Aims to expand access to education and to provide alternative schooling and non-formal education to vulnerable populations. <sup>(25)</sup> Overseen by the Ministry of Education. <sup>(1, 62)</sup>
National Planning Commission's Three-Year Interim Plan (2010–2013)	Aims to improve lives through broad-based, employment-oriented, economic growth that helps alleviate poverty and establish sustainable peace. Includes objectives to eradicate all forms of child labor. <sup>(63)</sup> During the reporting period, an updated plan was finalized and is awaiting parliamentary approval. <sup>(1)</sup> Revised Plan adopts the strategy and approaches of the revised National Master Plan, including establishing and strengthening institutional capacity of community-based organizations to prevent and respond to issues on child protection, and updating goals on the elimination of the worst forms of child labor by 2016 and all child labor by 2020. <sup>(59)</sup>
National Plan of Action to Combat Trafficking (2011–2016)	Promotes and protects the rights of trafficking victims and survivors and outlines policies for providing justice and punishing perpetrators. <sup>(64)</sup>

The Government reports that implementation of child labor-related policies has improved in the past year.<sup>(1)</sup> However, NGOs characterized it as still insufficient. Implementation was significantly impacted by the lack of resources allocated and the lack of a functioning parliament in 2013.<sup>(1)</sup>

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Nepal funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Central Labor Welfare Fund‡	DOL fund partially used to rehabilitate former child laborers through various support programs, including scholarships and vocational training. Managed by the CCWB. <sup>(1)</sup> In 2013, the Government began using the fund which holds \$4.73 million and was previously unused. <sup>(1)</sup>
Support for schools‡	DOL program to support five schools in the Kathmandu Valley for approximately 500 children ages 5 to 16 who are at risk of working in the worst forms of child labor. Provides scholarships to cover associated schooling costs for children outside the Kathmandu Valley to attend a local public school, and works with local NGOs to verify that children are attending class. <sup>(1)</sup>
Towards Achieving the Elimination of the Worst Forms of Child Labour as Priority (ACHIEVE)†	\$582,000 Government of Denmark-funded, 3-year program implemented by ILO-IPEC, aims to strengthen national-level capacity and to support the policy environment. Includes the development and testing of a training program and the preparation of a national child labor policy, a revised hazardous work list, and recommendations for upgrading national legislation related to child labor. Projected outcomes include: (1) creating child labor-free communities through replicable and scalable models; and (2) strengthening the policy environment and the capacity of institutions that can contribute toward child labor elimination. <sup>(65)</sup>
Project for the Prevention and Reduction of Child Labor in Restaurants in the Kathmandu Valley†	Japanese-funded project increases capacity-building of municipal and ward child protection committees, grants certificate awards for 'child labor-free' restaurants and tea shops, and continues an awareness raising campaign that includes workshops with the MWCSW, the Ministry of Federal Affairs and Local Development, and other stakeholders. <sup>(66)</sup>

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
New Path New Steps	\$4.75 million USDOL-funded, 4-year project provided new learning and employment opportunities for exploited and at-risk children. Project ended in April 2013 and resulted in the withdrawal of 10,202 children and the prevention of 9,831 children from work in commercial sexual exploitation, domestic service, brick factories, mining, portering, and the embroidered textile sectors.(3, 67)
Decent Work Country Program, Nepal†	ILO, the MoLE, Federation of Nepalese Chambers of Commerce and Industry, and the Nepal Trade Union Congress signed a memorandum of understanding on February 21, 2014 to collaborate in the implementation of the Decent Work Country Program (DWCP).(53) Key objectives are to provide technical and financial assistance to implement the provisions of ratified conventions on child labor; strengthen MoLE's child labor monitoring and reporting systems for prevention and early detection; support the mapping of community service providers; and assist the Government to revise a hazardous child labor list. It will also conduct policy research and studies on the priority areas of child labor as specified in the National Master Plan.(53)
Child Helpline - 1098‡	MWCSW and Nepal Telecom funded helpline operated by CWIN. Responds to calls about missing children, child abuse, child labor exploitation, trafficking, and child sexual abuse.(68) Currently operates in Kathmandu, Biratnagar, Pokhara, Hetauda, and Nepalgunj, with plans to expand into other parts of the country.(69) Also operates in India, Bangladesh, and Bhutan to ensure access for children that have been trafficked in this region.(70)
School Sector Reform Program	World Bank-financed, 7-year, investment loan program to support the School Sector Reform Plan (2009–2016). Objective is to increase access to and improve quality of school education, particularly basic education (grades 1–8), especially for children from marginalized groups.(71)
Combating Trafficking in Persons (CTIP) Project	\$6.79 million USAID-funded, 5-year project to reduce trafficking in persons and protect the rights of victims. Aims to strengthen protection services for TIP survivors, build capacity of the judiciary and law enforcement agencies to effectively enforce legal measures and increase prosecutions, and prevent trafficking by building awareness among groups that are vulnerable to sex and labor trafficking.(72)

† Program was launched during the reporting period.

‡ Program is funded by the Government of Nepal.

All 75 districts have a DCWB and a women's development office, and both have small budgets for programs, some of which address child labor. DOL also provided over 100 small grants to local NGOs to conduct various programs on child labor, but they do not track the programs.(1) The Government conducted five awareness programs about child labor in the central region of Nepal and continued ongoing awareness and media outreach programs regarding the worst forms of child labor.(1)

The MoLE manages a Child Labor Elimination Fund; however, the fund is inactive because the Child Labor Elimination Commission has yet to be formulated.(56, 59)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Nepal (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Make primary education compulsory and at minimum, harmonized with the minimum age for work to ensure children are attending school and are therefore less vulnerable to child labor.	2009 – 2013
	Amend laws so that they are in line with ILO C. 182 by	
	■ Raising the minimum age for entry into hazardous work from 16 to 18.	2009 – 2013
	■ Defining a child for purposes of hazardous work as any person younger than age 18 to ensure that all children are equally protected under laws that prohibit the worst forms of child labor.	2009 – 2013
	Ratify the Palermo Protocol on Trafficking in Persons.	2013
Enforcement	Increase the number of labor inspectors to enforce child labor laws.	2010 – 2013
	Enhance data collection to include disaggregated data on trafficking in persons cases to identify the number of child trafficking victims.	2009 – 2013
	Provide additional resources for the Nepal Police so that they are able to pursue the perpetrators of child trafficking violations.	2011 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Finalize the draft National Master Plan on Child Labor 2011–2020.	2010 – 2013
	Allocate sufficient resources to the implementation of policies related to child labor.	2013
Social Programs	Put in place the Child Labor Elimination Commission to manage programs under the Child Labor Elimination Fund.	2012 – 2013
	Conduct research to determine the activities carried out by children working in agriculture and construction to inform policies and programs.	2013
	Eliminate barriers to education including lack of schools, inadequate facilities, and fees.	2013

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*In 2013, Nicaragua made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government expanded its Program Love to include children from birth to age 6 and, with support from the World Food Program, initiated a national school meal program that targeted 1 million children. The Government also closed La Chureca garbage dump in Managua and created jobs, housing, and a school for the more than 250 families that depended on it for their subsistence. With funding from UNICEF, immigration officials received training on how to identify victims of child trafficking, and social service officials received training on victim care. The Government also ratified the ILO Convention on Domestic Workers. Despite these efforts, children in Nicaragua continue to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. The Government's enforcement of labor laws is inadequate, and plans to combat child labor and protect children have not been fully implemented. In addition, Government programs are insufficient to reach the numbers of children engaged in the worst forms of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nicaragua are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-4) Table 1 provides key indicators on children's work and education in Nicaragua.

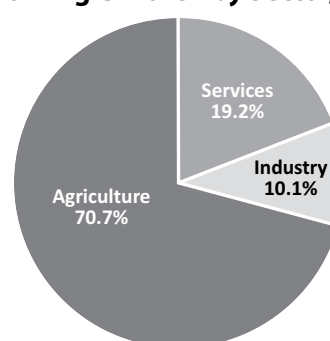
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.4 (109,380)
Attending School (%)	5-14 yrs.	84.9
Combining Work and School (%)	5-14 yrs.	7.0
Primary Completion Rate (%)		80.4

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Hogares sobre Medición de Nivel de Vida Survey, 2005.(6)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting coffee,† bananas,† tobacco,† African palm,*† and oranges*† (3, 7-12)
	Harvesting sugarcane*† (9, 13)
	Livestock breeding,† cattle raising*† (7, 9, 10)
	Production of beef products*† and dairy products*† (7, 10)
	Collecting shellfish† (9-11)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Construction, activities unknown (9)
	Quarrying of pumice,† gypsum,*† and limestone*† (9-11)
	Production of gravel† (14-16)
	Gold mining† (9-11)
Services	Domestic service (4, 7, 9, 11, 17)
	Work in transportation† (3, 9)
	Street vending,† street performing† (3, 4, 7, 11, 18-20)
	Garbage scavenging† (3, 4, 19, 21)
Categorical Worst Forms of Child Labor‡	Work as couriers (4, 7)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 4, 7, 11, 22)
	Domestic service as a result of human trafficking (2)
	Used in the production of pornography* (23)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In Nicaragua, children are subjected to commercial sexual exploitation in Managua, Granada, the Atlantic Coast and San Juan del Sur.(2, 24) It has been reported that children in Nicaragua who lack identification documents, sometimes because of a lack of birth registration, are at an increased risk of trafficking and commercial sexual exploitation.(9) It is estimated that 20% of children born in Nicaragua lack birth certificates.(25)



Data on child labor were collected in 2010 for the National Survey on Child and Adolescent Labor to better understand the country's current child labor situation.(26) However, research has not found this data published.(11) During the reporting period, the Government's National Institute of Development Information reported that a new study found that approximately 320,000 children were engaged in child labor, with nearly 80 percent working without pay.(3) However, research could not determine whether this study has been made publicly available. Separately, the ILO completed a national survey that reported that 238,000 children between the ages of 5 and 17 were engaged in child labor, with approximately 80 percent of them engaged in hazardous activities and 36 percent below the age of 14.(3, 4)

While education is free and compulsory in Nicaragua, costs associated with school supplies and transportation make it difficult for some children, in particular those from poorer backgrounds and rural areas, to attend.(20, 27) Some sources indicate that secondary schools have not received adequate assistance and that secondary school attendance remains low, increasing the risk of older children's engagement in exploitative work.(17, 24)


## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Nicaragua has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

In 2013, Nicaragua ratified ILO C. 189 Concerning Decent Work for Domestic Workers.(28) The Government also ratified the ILO's Maritime Labor Convention, which is scheduled to enter into force in December 2014.(29) This Convention calls for a safe workplace and fair terms of employment for seafarers, and includes prohibitions on forced labor and child labor.(30)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code; Childhood and Adolescence Code (31, 32)
Minimum Age for Hazardous Work	Yes	18	Labor Code; Childhood and Adolescence Code; Ministry of Labor Accord No. JCHG-08-06-10 (31-33)
List of Hazardous Occupations Prohibited for Children	Yes		Ministry of Labor Accord No. JCHG-08-06-10 (33)
Prohibition of Forced Labor	Yes		Constitution (34)
Prohibition of Child Trafficking	Yes		Penal Code; Childhood and Adolescence Code (32, 35)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code; Childhood and Adolescence Code (32, 35)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Childhood and Adolescence Code (32, 35)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	
Compulsory Education Age	Yes	15	Constitution; Childhood and Adolescence Code (32, 34)
Free Public Education	Yes		Constitution; Childhood and Adolescence Code (32, 34)

\* No conscription or no standing military.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MITRAB)	Enforce labor laws that include provisions on child and hazardous labor. Set child labor policy priorities.(4, 36, 37)
MITRAB General Labor Inspectorate	Conduct labor inspections, including those on child labor through its Child Labor Inspections Unit. Conduct training on child labor issues and inspections, and coordinate with other agencies, both public and private.(7, 11, 36, 38, 39)
National Coalition against Trafficking in Persons (NCATIP)	Combat trafficking in persons, including children, and build capacities, prosecute violations, and protect and rehabilitate victims. Overseen by Ministry of Governance and consists of government ministries and agencies, civil society organizations, and international NGOs.(4, 25, 40) Coordinate Nicaragua's participation in the Central American Regional Coalition against Trafficking in Persons.(25)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Nicaraguan National Police (NNP)	Investigate cases of child labor and human trafficking through the following agencies: the Police Intelligence Unit, which detects crimes; the Special Crimes Unit, which investigates crimes; and 54 Women's Commissions, which work in prevention and protection.(4, 11, 36) Maintain a hotline for receiving reports on the welfare of children, including those in danger of exploitation.(4, 11, 36)
Prosecutor General's Office	Prosecute cases of child trafficking, commercial sexual exploitation, and the use of children in illicit activities. Contains two national-level and 35 department-level prosecutors that prosecute these and other crimes.(4, 11, 36)
Human Rights Attorney for Children	Assist in the enforcement of laws relating to child labor and hazardous child labor.(4, 11)
National Social Welfare System	Ensure that government institutions protect the rights of children and adolescents.(37)
Ministry of the Family, Adolescence, and Childhood (MIFAN)	Maintain a hotline that receives reports on human trafficking and commercial sexual exploitation.(4, 7) Assist in providing officials with training on child labor violations.(25)

Law enforcement agencies in Nicaragua took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

In 2013, The Ministry of Labor (MITRAB) employed 90 labor inspectors whose responsibilities included investigating child labor violations.(4) From January to October 2013, MITRAB reported conducting a total of 2,496 labor inspections in workplaces considered hazardous. Through these inspections, MITRAB reported that 1,854 children were working in violation of the law.(4) Information on how many of these children were removed from work, or on the level of governmental assistance received thereafter, is not publicly available. In addition, no information on fines associated with these violations was publicly available.(4) Due to the scope and severity of child labor in the country, the number of inspections conducted is not considered sufficient. Government officials and child labor experts have reported that child labor inspections throughout the country, and those in agricultural areas in particular, are limited due to resource and personnel constraints.(4, 11) Moreover, although labor inspectors have the authority to enter private homes to monitor the working conditions of child domestic workers, research found no information on this type of inspection.(41)

### ***Criminal Law Enforcement***

In 2013, the Government reported that the Prosecutor General's Office investigated 29 suspected cases of trafficking in persons, and prosecuted 26 of them. Of these, there were 12 convictions that involved 30 victims, 18 of which were under the age of 18.(25) Nine of these convictions included children who were trafficked for commercial sexual exploitation. A separate conviction involved a child victim of trafficking for labor exploitation.(25) With funding from UNICEF, the Ministry of the Family, Adolescence, and Childhood (MIFAN) trained 25 border officials on how to identify victims of trafficking, and another 340 officials from a range of other agencies on victim care. In addition, 855 officials from the Nicaraguan National Police (NNP) received training on how to identify victims of commercial sexual exploitation from the Nicaraguan Tourism Institute.(25) However, it has been reported that the NNP has insufficient resources, including a lack of personnel, equipment, vehicles, and funding, to carry out trafficking investigations.(25)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Progressive Eradication of Child Labor and the Protection of the Adolescent Worker (CNEPTI)	Set priorities on child labor policy within the Ministry of Labor.(42) Consists of government agencies and NGOs that address child labor issues through awareness-raising strategies and direct action programs.(39, 42) Receives revenues from fines issued for child labor violations for raising awareness and protecting minors.(43)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
National Commission Against Commercial Sexual Exploitation of Children and Adolescents	Coordinate efforts to address the commercial sexual exploitation of children and adolescents. Part of CNEPTI.(44)
Ministry of the Family, Childhood and Adolescence (MIFAN)	Maintain a guide to attend to victims of commercial sexual exploitation and trafficking, and help coordinate between agencies responsible for their care.(24, 45)

In 2013, it was reported that the Government did not have formal procedures for identifying trafficking victims among high-risk populations, including children in commercial sexual exploitation. Of those identified, all were transferred to NGO shelters in Managua, since the government did not have adequate facilities.(2) International organizations and NGOs provide most of the assistance to trafficking victims.(11, 36, 46) MIFAN appears to be responsible only for the care of child trafficking victims under the age of 13, and the extent of its coordinating role is unclear.(24)

The National Commission for the Progressive Eradication of Child Labor and the Protection of the Adolescent Worker (CNEPTI) has been charged with implementing a ten-year plan on child labor (2007-2016).(4, 7) However, it has been reported that CNEPTI's leadership has convened only once, in conjunction with the 2010 launch of the Roadmap for the Elimination of the Worst Forms of Child Labor.(47) It is unclear whether CNEPTI remains the primary entity responsible for coordinating overall efforts to address child labor. NGOs and child labor experts have questioned CNEPTI's efficacy, since it lacks sufficient resources to enforce its mandate.(4, 11, 48-51)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Nicaragua has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Roadmap for the Elimination of the Worst Forms of Child Labor	Sets the goal of eliminating the worst forms of child labor by 2015. CNEPTI is charged with implementing a 10-year action plan toward this end.(11, 36, 49, 52, 53)
Strategic Plan for the Prevention and Elimination of Child Labor and the Protection of Young Workers (PEPETI) (2007–16)	Seeks to reintegrate child laborers and young workers into the school system and increase school enrollment.(24)
National Human Development Plan (2012-2016)	Incorporates policies to eradicate child labor into poverty reduction, social care, education, and livelihood strategies.(4, 11, 36, 54, 55)
Panama Declaration (2012)	Establishes commitments among Central American countries, Belize, and the Dominican Republic to country-based actions to eradicate the worst forms of child labor. MITRAB highlighted good practices and lessons learned from its child labor programs in coffee plantations and stone quarries.(56-61)
National Plan of Youth Employment (2012-2016)	Seeks to eliminate child labor and protect the rights of working adolescents. Established by the National Commission of Youth Employment.(62, 63)
Coffee Harvest Plan	Aims to develop a comprehensive approach to assist children whose parents work in the coffee harvest and to improve educational opportunities for children on coffee plantations; focuses on eliminating hazardous child labor in the coffee sector in the Department of Jinotega. Developed by the Government in collaboration with the private sector and civil society.(4, 11, 17, 63-66)
Plan of Integrated Attention	Prioritizes assistance for children and adolescents who work in stone quarries, mines, and in African palm cultivation. Involves coordination among several national ministries and local municipalities in order to: determine the extent of child labor; create an action plan to uphold the rights of working children and adolescents to education, recreation, and healthcare; and promote better livelihoods for their families.(37, 62, 63)
Policy on Special Protection for Children and Adolescents	Provides special protections for victims of commercial sexual exploitation and trafficking in persons.(45)



**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Plan to Support the Prevention and Elimination of Human Trafficking and Commercial Sexual Exploitation of Children and Adolescents	Addresses human trafficking and the commercial sexual exploitation of children and adolescents as a member of the Central American Parliament Commission on Women, Children, Youth, and Family.(45)
National Coalition against Trafficking in Persons (NCATIP) Strategic Plan	Addresses human trafficking through directives shared by public and private actors, both national and international for 2012-2014. Led by the Ministry of Governance.(55, 67)

While the Government's Roadmap for the Elimination of the Worst Forms of Child Labor sets the goal of eliminating the worst forms of child labor by 2015, research has not found a comprehensive action plan for its full implementation.(50, 52, 55)

In June 2013, a National Forum was held to prioritize the eradication of child labor and the right to education. The forum, called "The Right to Education: the Route toward the Eradication of Child Labor", was organized jointly by the Government and civil society organizations.(4, 68) In October 2013, the Government reiterated its commitment to eradicate the worst forms of child labor. Under the banner "Toward Sustainable Human Development in the Fight to Eradicate Child Labor," the Government convened MIFAN, MITRAB, the Ministry of Education, the Council of Private Enterprise, and the labor sector to discuss actions to reduce child labor.(4, 69) In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(70)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Nicaragua funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Program Love† ( <i>Programa Amor</i> )	MIFAN program that targets 25,000 street children, primarily in Managua, who are involved in street vending and garbage scavenging, among other forms of child labor. Aims to provide education for children and vocational training for parents.(4, 11, 37, 71-75) Overseen by Nicaragua's First Lady in coordination with the Ministries of Government, Family, Health, Education, and Labor. In April 2013, program was extended to include "Program Love for the Smallest Ones," an initiative reported to receive an \$850,000 grant from the Taiwanese Embassy in Nicaragua to build Centers for Child Development.(4, 76) In October 2013, reports indicated that booklets listing best practices on preventing child labor were distributed in one Managua neighborhood.(4)
First, I Learn ( <i>Primero, Aprendo</i> )	Promotes the eradication of child labor through access to quality education, in support of Nicaragua's Roadmap to Eliminate Child Labor. Regional project originally funded by USDOL and subsequently supported by the European Union.(77, 78)
Educational Bridges ( <i>Puentes Educativos</i> )‡	MITRAB and Ministry of Education public-private partnership that provides education to children of coffee workers to prevent child labor during coffee harvests. Expanded during 2011-2012 harvest to include additional 60 facilitators and improvements at 40 coffee farms.(50) In 2013, program has continued to expand to secure commitments from additional coffee farms to eliminate child labor in coffee production.(79, 80)
La Chureca Project	\$50 million, Government of Spain-funded project to close the Chureca garbage dump in Managua and open a recycling plant in its place. Accomplishments included the creation of a school, houses, and employment for 258 families who had found their subsistence scavenging in the garbage dump.(81-83)
MIFAN School Meal Program*	MIFAN and World Food Program initiative to provide 1 million children and adolescents with meals at school to help bolster attendance.(84, 85)
MITRAB Entrepreneurial Development Program	MITRAB and ILO program to provide tools and technical equipment to young entrepreneurs of working age to help them develop skills and create their own professional enterprises. In 2013, partnership assisted 72 young entrepreneurs from the Jinotega and Masaya Departments.(86, 87)
Birth Registration Campaign*	Government initiative, in coordination with Save the Children and UNICEF, to promote birth registration campaigns.(25)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Elimination of Child Labor in Latin America (Phase 4)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Nicaragua.(55)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Nicaragua. Includes the objective of developing information systems on the worst forms of child labor.(55)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Nicaragua.

During the reporting period, the Government did not initiate any new poverty reduction programs, and the scope of current social programs does not appear to be sufficient to assist children that are trafficked or engaged in the worst forms of child labor, including commercial sexual exploitation.(4) The Government's birth registration campaigns are not performed nation-wide, and many children lack the documentation needed to access basic services.(47, 88) There have also been reports that Program Love lacks overall effectiveness and requires greater transparency.(4, 7, 11)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Nicaragua (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Conduct inspections of private homes to monitor the working conditions of children and young persons employed as domestic workers, and publicly report on violations.	2011 – 2013
	Dedicate more human and financial resources, such as hiring and retaining more labor inspectors, to the enforcement of child labor laws, in particular in agriculture.	2009 – 2013
	Report fines imposed for child labor violations.	2012 – 2013
Coordination	Convene CNEPTI more frequently and clarify its role in coordinating government efforts to reduce child labor, ensuring that progress toward this goal, including through its action plan, is monitored on a regular basis.	2009 – 2013
	Enhance coordination and information sharing among actors involved in child labor issues and in efforts to identify and refer victims of child trafficking.	2009 – 2013
Government Policies	Finalize and begin implementation of a concrete action plan to reach the objective of eliminating the worst forms of child labor by 2015.	2009 – 2013
Social Programs	Make publicly available the results of the latest national child labor survey.	2013
	Develop strategies and devote resources to improve attendance in secondary education.	2009 – 2013
	Dedicate greater resources to expand services that assist child trafficking victims.	2010 – 2013
	Assess the effectiveness of Program Love in reducing the worst forms of child labor and publicize its results in order to inform future efforts.	2010 – 2013
	Assess the impact of the MIFAN School Meal program on reducing child labor.	2013
	Expand birth registration programs nationwide to ensure that children have access to basic services.	2009 – 2013
Social Programs	Apply good practices and strategies used to eliminate child labor in the coffee sector to other sectors, including awareness-raising efforts and partnerships with business owners to eliminate child labor in their production processes.	2009 – 2013
	Expand programs to address the worst forms of child labor to more sectors in which exploitative child labor exists, such as commercial sexual exploitation.	2009 – 2013

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# Nicaragua

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*In 2013, Niger made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government rescued more than 400 children from street begging, secured five child-trafficking convictions, and increased the budget for each regional labor inspectorate from \$6,000 to \$12,000. The Government also participated in several programs to combat the worst forms of child labor and assist vulnerable households. However, children in Niger continue to engage in child labor in agriculture and in the worst forms of child labor in mining. Gaps in legislation also put children at risk, and child labor laws are not fully enforced.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Niger continue to engage in child labor in agriculture and in the worst forms of child labor in mining.<sup>(1)</sup> Data from the 2009 National Child Labor Survey indicate that more than 30 percent of children ages 5 to 17 are engaged in hazardous work. Data also revealed that child labor is more prevalent in rural areas and among girls.<sup>(2)</sup> Table 1 provides key indicators on children's work and education in Niger.

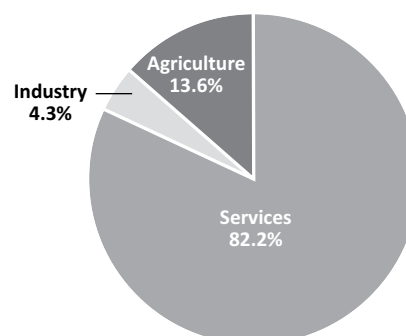
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	47.8 (1,561,570)
Attending School (%)	5-14 yrs.	51.7
Combining Work and School (%)	7-14 yrs.	26.3
Primary Completion Rate (%)		49.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(3)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Survey of Child Labor (Enquete Nationale sur le Travail des Enfants), 2009.<sup>(4)</sup>

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of pepper* and rice* (5)
	Herding of cattle* and goats* (5)
	Fishing,* activities unknown (1)
	Mining† for trona, salt, gypsum, natron,* and gold (1, 6-10)
Industry	Quarrying,† including crushing rocks* (1)
	Mechanical repair,* welding,* and metal work* (1)
	Work in construction*† (2)
	Work in tanneries* (1)
	Work in slaughterhouses* (1)
Services	Street work, including vending* (1, 2, 6)
	Domestic service (1, 2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking* (8, 11)
	Caste-based servitude, including as cattle herders,* agricultural workers, and domestic servants (12)
	Forced begging (8, 11, 13)
	Domestic service and mining, sometimes as a result of human trafficking* (11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Niger

## MODERATE ADVANCEMENT

Traditional forms of caste-based servitude, such as the use of women and girls as *wahaya*, still exist in parts of Niger, especially among the Tuareg, Djerma, and Arab ethnic minorities; in remote northern and western regions; and along the border with Nigeria.(8, 12) The *wahaya* practice allows a man to take a girl as a “fifth wife,” meaning as a slave (according to Islamic practices, men are allowed to have only four wives).(12, 14) *Wahaya* slaves, including children, are typically forced to work long hours as cattle herders, agricultural workers, or domestic servants, and are often sexually exploited.(12, 15) Children of *wahaya* wives are considered slaves as well and passed from one owner to another as gifts or as part of dowries. Both wives and children are often forced to perform domestic labor in their master’s household.(12, 14)




In Niger, it is also a traditional practice to send boys (called *talibés*) to Koranic teachers (*marabouts*) to receive education.(1, 16) However, some of these boys are forced by their teachers to beg on the streets and surrender the money they have earned, or perform manual labor.(1, 8)

In 2013, more than 4 million people were food insecure in Niger, and severe flooding affected the livelihoods of many communities.(17, 18) The ongoing conflict in Mali and insecurity in northeastern Nigeria has also resulted in thousands of refugees in Niger.(17) Refugee children may have difficulty accessing education, which could put them at increased risk of engaging in the worst forms of child labor.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Niger has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 106 of the Labor Code (19)
Minimum Age for Hazardous Work	Yes	16	Decree No. 67-126/MFP/T (1, 20)
List of Hazardous Occupations Prohibited for Children	Yes		Decree No. 67-126/MFP/T (21)
Prohibition of Forced Labor	Yes		Article 14 of the Constitution; Article 4 of the Labor Code; Article 270 of the Penal Code (19, 22, 23)
Prohibition of Child Trafficking	Yes		Article 107 of the Labor Code; Article 10 of the Law on Combating Trafficking in Persons (19, 24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 107 of the Labor Code; Article 291-292 of the Penal Code (19, 22)
Prohibition of Using Children in Illicit Activities	Yes		Article 107 of the Labor Code (19)
Minimum Age for Compulsory Military Recruitment	N/A*		

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Article 107 of the Labor Code (19)
Compulsory Education Age	Yes	18	Article 2 of the Law on the Orientation of the Educational System in Niger (25)
Free Public Education	Yes		Article 23 of the Constitution (23)

\*No conscription or no standing military.

In Niger, the minimum age for hazardous work does not meet the international standard of 18.(1, 20) Penalties outlined in article 181 of the Penal Code for inciting a person to beg are low and may not deter violations.(22) Article 178 of the Penal Code also provides penalties for vagrancy, which is defined by article 177 as a person without a home or occupation. This law may compel children who live on the streets to engage in the worst forms of child labor.(22, 26)

In 2013, the Government revised the Labor Code; however, it has yet to be approved.(1) In addition, though primary education is free, the cost of school supplies keeps some children from attending school.(8)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment, Labor and Social Security (MELSS)	Enforce laws related to child labor by receiving complaints, investigating violations, and referring cases to courts.(1)
MELSS' Child Labor Division	Conduct studies on the scope and nature of child labor, raise awareness on child labor, and coordinate government efforts to eliminate child labor.(1)
National Human Rights Commission (CNDH)	Receive child labor complaints, investigate violations, and report violations to courts.(1)
Ministry of Population, Women's Promotion and Child Protection	Work with law enforcement officials to provide vulnerable children with services, including education and counseling, in 13 centers across the country.(1)
Ministry of Justice's Judicial Police Sections	Oversee cases involving juveniles at regional and district levels.(1)
District and Magistrate Courts	Address children's issues, including child labor, through 10 district courts and 36 magistrate courts.(1)
Regional and Vigilance Committees	Prevent child trafficking, dismantle trafficking rings, and raise awareness on the worst forms of child labor. In the case of vigilance committees, which work in 30 localities, report to the police suspected cases of illegal transport of minors.(1)

Law enforcement agencies in Niger took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Employment, Labor and Social Security (MELSS) employed 100 labor inspectors throughout Niger to enforce labor laws, including those related to child labor.(1) Niger has a labor inspectorate in each of the country's eight regions. Inspectors conduct both routine and complaint-based inspections, occasionally referring children rescued from the worst forms of child labor to government social services.(1) During the reporting period, labor inspectors received training on child labor and the budget for each labor inspectorate was doubled from \$6,000 to \$12,000.(1) However, the Government reports it lacked the human and material resources needed to carry out inspections.(27) Research could not identify the number of inspections, complaints, citations issued, prosecutions, and penalties assessed related to child labor.(1)

# Niger

## MODERATE ADVANCEMENT

### *Criminal Law Enforcement*

In 2013, five individuals were convicted of child trafficking and NGOs, with the support of law enforcement, rescued 445 children exploited as street beggars by *marabouts*. There is no information as to whether the *marabouts* were prosecuted.(1) Ministry of Justice officials also received training on legislation related to slavery in January 2013.(28) Despite these efforts, both the MELSS and the Ministry of Justice indicated that the number of convictions related to the worst forms of child labor were inadequate given the magnitude of the problem.(1) Research could not find statistics on the criminal enforcement of laws related to the worst forms of child labor.(1)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Review proposals for action plans for the ILO-IPEC country program and ensure that they are consistent with national child labor policy and priorities.(1)
National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNCLTP)	Coordinate efforts to combat human trafficking and develop policies and programs related to human trafficking.(1, 24, 26) Composed of five executive board members and 19 other members, including government ministries, CNDH, civil society organizations, women's rights groups, labor unions, judges, bar associations, and two foreign donor representatives, who act as observers.(1)
National Agency to Fight Against Trafficking in Persons (ANLTP)	Implement policies and programs developed by the CNCLTP; conduct awareness campaigns on human trafficking in conjunction with the CNCLTP; provide training and education to reduce the risk of human trafficking; and maintain a hotline to receive complaints of human trafficking.(1, 26)
National Committee to Combat the Phenomenon of Street Children	Coordinate activities to combat the phenomenon of street children. Located under the Ministry for the Promotion of Women and Child Protection.(10)
National Committee to Combat the Vestiges of Forced Labor and Discrimination	Establish a national action plan to combat the vestiges of forced labor and discrimination.(29)

In 2013, the President of the National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNCLTP) was reassigned to a new position, which led to a temporary shutdown of CNCLTP and National Agency to Fight Against Trafficking in Persons (ANLTP) for months. This limited the CNCLTP and ANLTP's capacity to effectively coordinate activities related to the worst forms of child labor.(1, 30) Despite the shutdown, NGOs, the CNCLTP, and the police helped more than 800 vulnerable children.(1) The National Committee to Combat the Vestiges of Forced Labor and Discrimination did not meet during the reporting period due to a lack of resources.(28) The number of calls received by the ANLTP's hotline that involve child trafficking is unknown.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Niger has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat the Sexual Exploitation of Children	Seeks to combat the sexual exploitation of children.(1)
Decent Work Country Program (2012–2015)	Describes the child labor situation in Niger and includes targets for the elimination of child labor.(21, 31)
National Education Development Plan*	Supports education for vulnerable children and includes child labor issues.(1)
Social and Economic Development Plan (2012–2015)	Describes Niger's overall development agenda, aims to prevent the worst forms of child labor, and calls for the adoption of the Nation Action Plan to Combat Child Labor.(32)
UN Development Assistance Framework (UNDAF) (2009–2013)	Promotes improved access to education for vulnerable children and aims to build the capacity of the government to address child labor.(33) The new UNDAF program will operate from 2014 to 2018.(34)

\*The impact of this policy on child labor does not appear to have been studied.

The National Action Plan to Combat Child Labor (2010-2015) aims to eliminate the worst forms of child labor in Niger by 2015, and all forms of child labor by 2025. It also addresses child labor in a variety of sectors, including agriculture, mining, domestic labor, and begging.(10) However, the Plan has yet to be adopted.(1, 10) The Government also drafted, but did not adopt, a National Action Plan to Combat Trafficking in Persons.(10, 26)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Niger participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I and II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity-building support for all ECOWAS states.(35, 36)
Project to Combat Child Labor in Domestic Service	Government of France-funded, 3-year regional project to combat child labor in domestic service.(37)
UN World Food Program*	UN program that supports cash-for-work schemes and other initiatives to address food insecurity. More than 600,000 beneficiaries have received assistance in Niger.(38)
Niger Safety Net Project*	World Bank cash transfer and cash-for-work project that aims to establish a safety net system for vulnerable households. Targets more than 1 million beneficiaries; 60,000 beneficiaries receive cash for work benefits.(39)
Second Chance Community Literacy Education and Vocational Training Program*	Government program, in collaboration with Volunteers for Education Integration, (a local NGO) that provides vulnerable children with literacy education and vocational training opportunities.(1)
Resilience in the Sahel-Enhanced*	USAID program that helps vulnerable communities in Niger and Burkina Faso mitigate vulnerabilities, shocks, and stresses by facilitating inclusive growth.(40) Aims to reach 1.9 million beneficiaries.(41)
Migration Forum*	Government forum, with support from the ILO-IPEC and a local NGO, that combats youth rural to urban migration, especially among girls.(1)
Regional Program for West Africa	UNODC program that covers 15 countries and addresses human trafficking by supporting the ECOWAS Political Declaration on the Prevention of Drug Abuse, Illicit Drug Trafficking, and Organized Crimes in West Africa.(42)

\*The impact of this program on child labor does not appear to have been studied.

Although Niger has programs that target child labor, the scope of these programs is insufficient to fully address the problem. Niger also lacks a specific program to assist children exploited by religious instructors.(16)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Niger (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Raise the minimum age for hazardous work to 18.	2009 – 2013
	Amend the Penal Code to provide for higher penalties for inciting people to beg and to ensure that street children are not compelled to engage in the worst forms of child labor.	2009 – 2013
	Adopt the new Labor Code.	2013
Enforcement	Increase resources to conduct labor inspections.	2009 – 2013
	Make efforts to increase the number of convictions related to the worst forms of child labor.	2010 – 2013
	Gather and publish information about the number of labor inspections, complaints, child labor law violations found, citations, criminal prosecutions initiated and issued, and the penalties applied.	2012 – 2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Coordination	Ensure that the CNLTP, ANLTP, and National Committee to Combat the Vestiges of Forced Labor and Discrimination have adequate personnel and resources to effectively coordinate activities related to the worst forms of child labor.	2011 – 2013
	Disaggregate complaints made to the ANLTP's hotline by the number of children trafficked.	2013
Government Policies	Adopt and implement the National Action Plan to Combat Child Labor and the National Action Plan to Combat Trafficking in Persons.	2009 – 2013
	Assess the impact that existing policies may have on addressing child labor.	2013
Social Programs	Conduct research to determine the activities carried out by children working in fishing to inform policies and programs.	2013
	Ensure that children can complete primary school by subsidizing or defraying the cost of school supplies.	2013
	Ensure that all children have access to education, including refugees, and implement a program to address food insecurity.	2013
	Implement a program to target children exploited by religious instructors.	2011 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2011 – 2013
	Expand the scope of programs to address the worst forms of child labor, including in mining and caste-based servitude.	2009 – 2013

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# Nigeria

## MODERATE ADVANCEMENT

*In 2013, Nigeria made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted its first National Policy on Child Labor and National Plan of Action for the Elimination of the Worst Forms of Child Labor, and the Ministry of Labor and Productivity (MOLP) increased the number of inspectors employed and inspections conducted. In addition, the National Poverty Eradication Program (NAPEP) launched a conditional cash transfer program that will provide funds to households under the condition that their children remain in school. However, children in Nigeria continue to engage in forced labor in various sectors. Some children engage in armed conflict with non-government forces in the Northeast. Inconsistencies remain in laws regarding child labor and the minimum age for work is below international standards.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nigeria are engaged in forced labor in various sectors. Some children are engaged in armed conflict with non-government forces in the Northeast.(1-4) Table 1 provides key indicators on children's work and education in Nigeria.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	31.1 (13,924,739)
Attending School (%)	5-14 yrs.	76.2
Combining Work and School (%)	7-14 yrs.	26.8
Primary Completion Rate (%)		76.0

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS4 Survey, 2011.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of manioc/cassava, cocoa, tobacco, and sand (7-12)
	Herding cattle* (2, 12-14)
Industry	Mining and quarrying gravel and granite and breaking granite into gravel (12, 13, 15-18)
	Artisanal gold mining* (19-22)
	Auto repair (2)
	Construction, activities unknown (2)
Services	Domestic service (1, 2, 12, 17, 23)
	Street hawking† (2, 13, 23-25)
	Street begging,† including by almajiri (2, 3, 7, 12, 26-28)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 7, 12, 29)
	Begging, domestic service, street hawking, mining and quarrying gravel and granite, and work in agriculture, including in cocoa as a result of human trafficking (7, 29-31)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Use of children in illicit activities for armed groups, such as acting as messengers, transporters, and informants (3, 12)
	Use of children in armed conflict, sometimes as a result of forced recruitment (3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In northern Nigeria, many families send children from rural to urban areas to live with and receive a Koranic education from Islamic teachers. These children, known as *almajiri*, may receive lessons, but teachers often force them to beg on the streets and surrender the money they collect.(3, 7, 26, 28, 32) Although evidence remains limited, information indicates that some *almajiri* in Nigeria may be deliberately scarred or injured to arouse sympathy and thus encourage donations.(28) *Almajiri* are also reported to participate in political and religious riots and interreligious violence; some participate in violent activities under the influence of their religious teachers.(3, 28) In December 2010, the Ministerial Committee on Madrasah Education estimated that Nigeria had about 9.5 million *almajiri*.(2, 12)

Nigeria is a source, transit, and destination country for child trafficking.(28, 29, 33) Children in Nigeria are trafficked internally to work in agriculture, begging, domestic service, mining, and street peddling.(29-31) Children from Nigeria are trafficked to Equatorial Guinea where they may be forced to work as domestic servants, market laborers, vendors, and launderers.(34) Nigerian children are also trafficked to Saudi Arabia and forced to work as beggars and street vendors.(35) Girls from Nigeria are trafficked to Europe for commercial sexual exploitation.(29)

Children from Benin, Ghana, and Togo are trafficked to Nigeria, where many are forced to work in granite mines.(29) Some children from the Central African Republic (CAR) are trafficked back and forth between CAR and Nigeria for forced labor and commercial sexual exploitation.(36) Boys from Niger are subjected to forced begging and forced labor in Nigeria.(37)

Pervasive poverty, coupled with mass unemployment and a poor education system, has created an atmosphere in which youth are susceptible to participation in conflict through armed groups, including ethnic-based militia organizations, criminal gangs, extremist groups, and partisan political organizations, such as party “youth wings.”(3, 38-41) While the full scope of the problem is unknown, children as young as age 8 are recruited, and sometimes forced, into such groups. Street children are most at risk for recruitment.(3) Children take part in a range of activities from acting as messengers, transporters, and informants, to inciting and participating in acts of violence.(3) Research did not find reports of children being used in the Government's armed forces.

The terrorist group Boko Haram recruited and used child soldiers during the reporting year. Boys as young as 11 were reportedly paid to fight, plant bombs, spy, and act as suicide bombers.(12) Girls have been abducted by Boko Haram for slave labor or sexual exploitation; some of these girls were abducted while working on farms in remote villages or hawking wares on the street.(4) Some children, presumed to be between ages 15 and 17, have reportedly been observed manning checkpoints for anti-Boko Haram citizen vigilante groups, but they do not appear to be doing so under a government mandate. Some vigilante groups inform government security forces about suspected Boko Haram activity and have admitted to using a number of children in their operations.(4) However, the military has reportedly told these groups not to allow children to join.(4, 12, 42)

In May 2013, attempting to fight against Boko Haram's escalating violent attacks in the north of the country, President Goodluck Jonathan declared a state of emergency in the states of Borno, Yobe, and Adamawa and deployed Nigeria's Armed Forces to the northeast.(43, 44) In November, the state of emergency was extended for 6 additional months.(4) Boko Haram burned or destroyed a number of schools in Borno and Yobe States and thousands of children in the northeast have stopped attending classes. Boko Haram has carried out daytime attacks on teachers and students.(12, 45, 46)

# Nigeria







## MODERATE ADVANCEMENT

In 2011, the Ministry of Labor and Productivity (MOLP) collected data from state governments on the prevalence of child labor, but the data have not been made publicly available.(2)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Nigeria has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

Nigeria has ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).(47) The Convention prohibits armed groups from recruiting children, or otherwise permitting them to participate in conflict, and engaging in sexual slavery and trafficking, especially of women and children.(48)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12	Article 59 of the Labor Act; Articles 28 and 29 of the Child Rights Act 2003 (49, 50)
Minimum Age for Hazardous Work	Yes	18	Article 59 of the Labor Act; Articles 28 and 29 of the Child Rights Act 2003 (49, 50)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 34 of the Constitution; Article 28 of the Child Rights Act 2003 (50, 51)
Prohibition of Child Trafficking	Yes		Trafficking in Persons (Prohibition) Law Enforcement and Administration Act 2003; Article 30 of the Child Rights Act 2003 (50, 52, 53)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 30 of the Child Rights Act 2003; Trafficking in Persons (Prohibition) Law Enforcement and Administration Act 2003 (2, 50, 52, 53)
Prohibition of Using Children in Illicit Activities	Yes		Article 30 of the Child Rights Act 2003 (50)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 28 of the Armed Forces Act; Article 34 of the Child Rights Act (50, 54, 55)
Compulsory Education Age	Yes	15	Articles 2 and 15 of the Compulsory, Free Universal Basic Education Act 2004; Article 15 of the Child Rights Act 2003 (50, 56)
Free Public Education	Yes		Article 3 of the Compulsory, Free Universal Basic Education Act 2004; Article 15 of the Child Rights Act 2003; Article 18 of the Constitution (50, 51, 56)

\*No conscription or no standing military.

Nigeria's laws regarding child labor are inconsistent.(2) Article 59 of the Labor Act sets the minimum age of employment at 12, and it is in force in all 36 states of Nigeria. The Act also permits children of any age to do light work alongside a family member in agriculture, horticulture, or domestic service.(49, 57, 58)



The Federal 2003 Child Rights Act (CRA) codifies the rights of children in Nigeria and must be ratified by each State to become law in its territory.(2, 59) There were no new adoptions of the CRA during the reporting period. To date, 23 states and the Federal Capital Territory have ratified the CRA, with most of the 13 remaining states located in northern Nigeria.(2, 23)

The CRA states that the provisions related to children in the Labor Act apply to children under the CRA, but also that the CRA supersedes any other legislation related to children. The CRA restricts children under the age of 18 from any work aside from light work for family members; however, Article 59 of the Labor Act applies these restrictions only to children under the age of 12.(50, 58, 60) This language makes it unclear what minimum ages apply for certain types of work in the country.

While the Labor Act forbids the employment of youth under age 18 in work that is dangerous to their health, safety, or morals, it allows children to participate in certain types of work that may be dangerous by setting different age thresholds for various activities. In addition, the Labor Act does not apply to youth working in domestic service.(49) As a result, children are vulnerable to dangerous work in industrial undertakings, underground, with machines, and in domestic service. The Labor Act allows youth older than age 16 to work at night in gold mining and the manufacturing of iron, steel, paper, raw sugar, and glass.(49) This standard may leave children who work at night in gold mining and the above manufacturing activities vulnerable to hazardous work. In addition, neither the Labor Act nor the CRA lays out a comprehensive list of hazardous activities prohibited to children.(57, 61) During the year, the National Steering Committee validated the Report on the Identification of Hazardous Child Labor in Nigeria. The report is with the MOLP for official adoption and implementation.(2)

States may also enact additional provisions to bolster protection for working children within their territory. Some states within Nigeria have taken such action and closed gaps in the law.(62) The 2006 Abia State Child's Rights Law prohibits all children under age 18 from engaging in domestic service outside of the home or family environment.(63) The state governments of Anambra, Bayelsa, and Lagos have prohibited children from all street trading, while Delta State only prohibits children from street trading during the school day.(2) During the year, Kano State initiated a prohibition against *almajiri* children begging on the street.(2)

Some states that apply *Shari'a* (the moral code and religious law of Islam) treat children as offenders rather than victims. The *Shari'a* Penal Code of the Zamfara State defines an offender as anyone who "does any obscene or indecent act in a private or public place, or acts or conducts himself/herself in an indecent manner."(61) Treating child victims of commercial sexual exploitation as offenders contradicts internationally accepted standards for the treatment of such children.(61) There is no law to prohibit the recruitment of children by non-state armed groups.(3, 64)

The 2004 Compulsory, Free Universal Basic Education Act provides for free and compulsory education for children until the age of 15.(56) The Federal Constitution (1999) also provides for free and compulsory primary education "when practicable."(51) While some states do offer free education, free universal compulsory education does not yet fully exist in Nigeria.(9, 12) School fees are often charged and the cost of school materials can be prohibitive.(12, 64) In addition, there is little enforcement of student attendance.(64) As the laws providing for free and compulsory education are not systematically enforced, children are more likely to enter the worst forms of child labor.(2, 64) Under financial strain, many families will choose to send girls to work and boys to school.(12)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Productivity, Inspectorate Division	Enforce federal child labor laws. Labor inspectors are deployed across 36 regions and the Federal Capital Territory (including Abuja) and are responsible for investigating all labor law violations, including those related to child labor.(7, 9, 65)
National Agency for the Prohibition of Traffic in Persons and Other Related Matters (NAPTIP)	Enforce anti-trafficking legislation. Has the power to conduct investigations to determine whether any person has committed an offense under the anti-trafficking law.(66) NAPTIP reports that authorities turn over rescued children to state-level agencies.(9)
Nigeria Police Force (NPF)	Enforce all laws prohibiting forced child labor and commercial sexual exploitation. Support MOLP and collaborate with NAPTIP on trafficking enforcement.(2)
Nigerian Immigration Service(NIS)	Collaborate with NAPTIP to enforce laws against trafficking children.(2)

Law enforcement agencies in Nigeria took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the MOLP employed a total of 882 factory inspectors and labor officers, an increase of 209 inspectors from 2012. Of the 209 newly hired inspectors, 80 percent will focus on factory inspections.(2) Despite this substantial increase, evidence indicates that the number of inspectors is inadequate. MOLP's Labor Inspectorate held a conference to educate all MOLP labor officers on the National Policy on Child Labor which was adopted during the reporting year.(2) The MOLP provided three hours of training on child labor to new labor inspectors.(2)

The MOLP conducted 8,441 inspections from January to November 2013, an increase from the 7,840 labor inspections carried out in 2012. While 1,200 violations were documented, information on the number of child labor law violations or the number of citations issued is not available.(2) MOLP typically sends letters of caution to employers, encouraging them to resolve violations, and then conducts follow-up inspections.(2, 9, 64) It is unclear whether this system sufficiently encourages compliance with labor laws. The Labor Inspectorate director can also halt employer operations, but information is not available as to whether this occurred during the period.(2)

There are no labor inspectors available to conduct inspections on seafaring vessels.(67) Since children age 15 and older may work onboard these vessels, this leaves such children unprotected by the country's enforcement framework.(49) Research did not uncover mechanisms to enforce existing protections for street children.

Agencies at the state level are responsible for enforcing the CRA.(2) States may also undertake other measures that aid in the enforcement of labor provisions. For example, Ondo State has established a child labor monitoring system in cocoa plantations.(68) In Edo State, labor officers work alongside the transportation industry to prevent children from working as bus conductors during the school day.(2)

The Nigeria Police Force (NPF) is not trained on state laws and may not have knowledge of such laws that protect children from a particular worst form of child labor within a specific state. This limits the capacity of the NPF to enforce the laws protecting children from the worst forms of child labor.(69) The enforcement efforts of the MOLP and the social services provided by the Ministry of Women's Affairs and Social Development (MOWASD) are not well coordinated.(2)

### *Criminal Law Enforcement*

In 2013, the National Agency for the Prohibition of Traffic in Persons and Other Related Matters (NAPTIP) investigated 137 cases of trafficking involving children, including 37 that involved child labor. Information on the number of prosecutions, convictions, and NAPTIP investigators is unavailable.(2, 29) At least 420 government officials, including officials from NAPTIP, NPF, and Nigerian Immigration Service (NIS), received anti-trafficking training during the year. During the reporting period, a government official was being investigated for allegedly violating child labor laws.(29) It is reported that some convicted traffickers were sentenced to between 6 months and 14 years of prison time; however, some of those convicted have the option to pay a fine instead of serving prison time.(1, 2)

Research did not uncover a referral mechanism between MOLP and the Ministry of Justice.(2)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee for the Elimination of the Worst Forms of Child Labor in Nigeria (NSC)	Coordinate efforts to combat child labor. Represented on the NSC are MOLP, Ministry of Women's Affairs and Social Development (MOWASD), and Ministries of Mining and Metal Production, Agriculture, Foreign Affairs, and Education—along with NAPTIP and National Bureau of Statistics.(2) Committee also includes ILO-IPEC, UNICEF, NGOs, and faith-based organizations that work on child labor issues.(2)
Ogun and Oyo State Steering Committees on Child Labor (SSC)	Facilitate each state's Action Plan for the elimination of child labor and enhance collaboration between all actors involved at the state level. State level Ministry of Labor and Productivity, Ministry for Women Affairs and Social Development, Ministry of Education, NAPTIP, Nigeria Police Force, Nigeria Immigration Service, and NGOs are represented on the SSCs.(70, 71) Both Committees meet regularly throughout the year.(71)
National Task Force on Trafficking in Persons	Coordinate trafficking efforts across government agencies and other organizations. Chaired by NAPTIP.(2)
State Level Child Labor Taskforce	Ensure that children attend school. Akwa Ibom, Delta, Lagos, Ogun, and Oyo states have each established a child labor taskforce within their state.(2, 42)

The National Steering Committee for the Elimination of the Worst Forms of Child Labor in Nigeria (NSC) met twice during the reporting period and adopted the draft National Policy on Child Labor and the National Action Plan (NAP) for the Elimination of Child Labor in Nigeria (2013-2017). The NSC also adopted the Report on the Identification of Hazardous Child Labor in Nigeria, and it was sent to the MOLP for consideration.(2)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Nigeria has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Policy on Child Labor†	Aims to significantly reduce prevalence of child labor in Nigeria by 2015 and achieve total elimination by 2020.(72) Adopted by Nigeria's Federal Executive Council on September 11, 2013.(2)
National Action Plan (NAP) for the Elimination of Child Labor in Nigeria (2013-2017)†	Provides a roadmap for implementation of the National Policy on Child Labor in Nigeria.(73) Adopted by Nigeria's Federal Executive Council on September 11, 2013.(2)
Ogun and Oyo State Action Plans on Child Labor	Guides implementation of the National Policy on Child Labor in Ogun and Oyo States. Both state plans were adopted during the reporting period.(71, 74, 75)
National Policy on Protection and Assistance to Trafficked Persons in Nigeria	Outlines protection and rehabilitation services for trafficking victims.(76-78) NAPTIP developed Guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria to coordinate and improve service provision for trafficking victims.(29)
Five-Year Strategic Plan on Trafficking in Persons (2012-2017)	Articulates a strategy for coordination of anti-trafficking efforts across agencies and organizations.(1)
ECOWAS Regional Action Plan for the Elimination of Child Labor	Aims to eliminate worst forms of child labor in ECOWAS member states by 2015.(79) In 2013, ECOWAS conducted its first peer review to evaluate efforts to combat child labor at the country level. With Côte d'Ivoire, Nigeria reviewed Ghana's efforts to combat child labor and provided preliminary findings and recommendations.(71, 80)
National Framework for the Development and Integration of Almajiri Education in the Universal Basic Education Scheme	Provides guidelines for state governments to regulate almajiri schools in order to more effectively address the challenges that the traditional Islamic education sector faces on itinerancy and begging.(2, 81-83) Outlines government plans to build about 400 schools for almajiri children by 2015.(2, 41) Government completed construction of 123 of the schools, an increase of 34 schools from the previous reporting period.(64)

†Policy was launched during the reporting period.

# Nigeria

## MODERATE ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Nigeria funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
National Poverty Eradication Program (NAPEP)*†‡	NAPEP cash transfer (CCT) program launched during the year through its Care of the People (COPE) program. Will provide about \$31 a month for households headed by a woman, an elderly person, or a person who is physically challenged to keep their children in school.(2) NAPEP will spend about \$4.9 million on the program, reaching over 10,000 households during the pilot. Initially, the program will be implemented in three local government areas across 12 of Nigeria's 36 states.(2)
Akwa Ibom State*‡	State government provides free primary education.(2)
Anambra*‡	State government initiated programs to raise public awareness of its ban of children in street trading.(2)
Borno State*†	Governor has instituted programs that provide school fees, buses, and lunch to vulnerable children to help them attend school.(42)
Delta State*†	State government provides compulsory, free primary education.(84)
Kano State*‡	State government provides free primary education, free school meals, and some free transportation for children to attend school. State is introducing kindergarten classes.(2)
Katsina State†‡	State government introduced free primary and secondary education.(2)
Ogun State*	Labor officers implemented awareness raising programs for parents of children working in stone quarries.(2)
O'MEALS*‡	State government provides free lunch program for elementary students in Osun State.(2)
Rivers*‡	State government provided free primary education to all children.(2, 42)
Eliminating the Worst Forms of Child Labor in West Africa by Strengthening Sub-Regional Cooperation through ECOWAS (ECOWAS I)	\$7.95 million, USDOL-funded, 5-year project implemented by the ILO with direct interventions to accelerate progress on the elimination of the worst forms of child labor in Côte d'Ivoire, Ghana, and Nigeria. Supports ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(85) In Nigeria, the project supported national and state level efforts to eliminate worst forms of child labor in the country.(85)
Eliminating the Worst Forms of Child Labor in West Africa by Strengthening Sub-Regional Cooperation through ECOWAS (ECOWAS II)	Linked to the ECOWAS I project, a \$5 million, USDOL-funded, 4-year project, implemented by the ILO with direct interventions in Benin, Côte d'Ivoire, Ghana, and Nigeria. Supports ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(86) By the end of March 2014, the project had provided educational services to 779 children in Nigeria's Ogun and Oyo States and livelihoods services to 326 households.(87)
NAPTIP	NAPTIP operates eight shelters in Nigeria and assisted 612 child trafficking victims during the year. NAPTIP and the MOWASD coordinate social services for trafficked children and repatriation to their families.(2)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Nigeria.

Although Nigeria has some programs in place to assist vulnerable and working children, the scope of these programs is insufficient to fully address the extent of the problem. Research found no evidence of programs to assist children engaged in agriculture, commercial sexual exploitation, domestic service, forced labor, illicit activities, or armed conflict.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Nigeria (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase the minimum age for regular work to at least age 14, in accordance with international standards.	2012 – 2013
	Amend the Labor Act and Child Rights Act to ensure they are consistent and apply equally to children working in all sectors; ensure that all children under age 18 are protected from hazardous work; and ensure that provisions related to light work conform to international standards.	2009 – 2013
	Adopt and implement the Report on the Identification of Hazardous Child Labor in Nigeria.	2009 – 2013
	Ensure that those states applying Shari'a as the Penal Code do not penalize child victims of commercial sexual exploitation.	2009 – 2013
	Adopt legislation to ensure all children under the age of 18 are prohibited from recruitment for armed conflict, including by non-state armed groups.	2011 – 2013
	Fully implement and enforce the Compulsory, Free Universal Basic Education Act.	2012 – 2013
Enforcement	Enforce the prohibition against the use of children in armed conflict.	2013
	Provide an adequate number of trained inspectors to effectively enforce laws related to the worst forms of child labor.	2011 – 2013
	Collect, analyze, and disseminate information on the enforcement of laws related to the worst forms of child labor.	2009 – 2013
	Ensure that child labor inspections occur on seafaring vessels and that a mechanism exists for enforcing existing protections for street children.	2010 – 2013
	Ensure that penalties given for child labor violations are in keeping with the law.	2013
	Ensure that Nigeria Police Force has knowledge of state laws addressing the worst forms of child labor.	2010 – 2013
	Establish referral mechanisms between Nigeria's enforcement, judicial, and social service agencies.	2013
Social Programs	Publish results of the data collected on child labor in 2011.	2011 – 2013
	Assess the impact that existing programs may have on addressing child labor.	2013
	Establish and expand programs that prevent and remove children from child labor in agriculture and domestic service and from the worst forms of child labor in commercial sexual exploitation, forced labor, illicit activities, and armed conflict.	2009 – 2013

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# Nigeria

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# Oman

## MINIMAL ADVANCEMENT

*In 2013, Oman made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government continued to partially implement the National Plan for Combating Human Trafficking, provided training to its police force on identifying victims of human trafficking, and continued a number of social programs to raise awareness about human trafficking and promote decent jobs for youth. Although the problem does not appear to be widespread, there are limited reports that children in Oman continue to engage in child labor in agriculture. Key gaps persist in the country's legal framework on the worst forms of child labor, and the Government lacks comprehensive coordination mechanisms and policies on this issue.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Oman are engaged in child labor in agriculture, although there is no evidence to suggest that this problem is widespread.(1, 2) Table 1 provides key indicators on children's work and education in Oman. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		103.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown* (1, 2)
	Fishing, activities unknown* (1, 2)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







There is no evidence that the Government of Oman has conducted or participated in research to determine the extent to which children are engaged in the worst forms of child labor. Available government data are weak, especially on the prevalence of child labor and human trafficking, the impact of programs targeting working children, and the link between research findings and policymaking. The ILO Committee of Experts, UNESCO, and the Overseas Development Institute have all commented on this weak data, and the ILO has consistently requested that the Government assess its child labor and human trafficking situation in order to ensure that adequate protection mechanisms are in place for vulnerable children.(5-9)



## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Oman has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 75 of the Labor Law (10)
Minimum Age for Hazardous Work	Yes	18	Articles 76 and 79 of the Labor Law (10)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Royal Decree 126/2008 (9, 11)
Prohibition of Child Trafficking	Yes		Anti-Trafficking Law; Royal Decree 126/2008 (9, 12)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code; Basic Law (9, 13)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Unclear		
Compulsory Education Age	No		
Free Public Education	Yes		Basic Law (1, 9, 14)

\* No conscription or no standing military.

The Government has reportedly been developing a list of 43 hazardous occupations prohibited for children younger than 18; however, the Government has yet to enact the list into law.(9, 15, 16). Oman has no laws prohibiting the use of children for illicit activities.(9) The minimum age for voluntary military enlistment is unclear. Oman has reported minimum ages of both 15 and 18 to the UN.(9, 14, 17) There is no compulsory education age.(1, 9) The lack of compulsory education may make children under the age of 15 more susceptible to the worst forms of child labor, as they cannot legally work, but are not required to be in school.

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Manpower (MOM)	Monitor and enforce child labor laws; conduct labor inspections; share information with the Royal Oman Police (ROP) on labor and criminal law violations when penalties are pursued.(9, 18, 19)
ROP	Monitor and enforce child labor laws; refer cases to the Public Prosecution (PP).(9, 14, 18)
PPs	Prosecute trafficking and sexual exploitation cases in court with assistance from the ROP.(9, 14, 20)

# Oman

## MINIMAL ADVANCEMENT

Law enforcement agencies in Oman took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, MOM employed 200 labor inspectors. No child labor violations were found in the reporting period.(9) Research did not reveal information on number of inspections conducted or funding levels of MOM.

### *Criminal Law Enforcement*

In 2013, the ROP and PP received training on identifying victims of human trafficking.(9, 19) Research found no evidence of formal mechanisms or procedures to proactively identify victims of other worst forms of child labor.(9, 21) The PP prosecuted five cases of trafficking for commercial sexual exploitation in 2013, but none of those cases involved children.(19) No information was found on the number of criminal investigators employed, total number of cases investigated, citations issued, or prosecutions made.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the National Committee on Combating Human Trafficking, research found no evidence of coordinating mechanisms to combat other forms of child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee for Combating Human Trafficking	Oversee the National Plan for Combating Human Trafficking; includes the Ministry of Information, the Ministry of Education, ROP, PP, MOM, the Ministry of Health, the Ministry of Social Development, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Legal Affairs, and the Oman Chamber of Commerce and Industry.(20)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the National Plan for Combating Human Trafficking, research found no evidence of policies to specifically address other forms child labor, including its worst forms. However, the Government has funded another policy that may have an impact on child labor (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan for Combating Human Trafficking	Lays out the roles and responsibilities of governmental organizations involved in combating trafficking and describes procedures for applying the Anti-Trafficking Law.(20)
Education Model*	Aims to equip all children in Oman with the knowledge, tools, attitudes, and values that enable lifelong learning.(22)

\*The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Oman funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Decent Work Country Program (2010–2013)*	ILO-implemented program that strives to strengthen the employability of Oman's young workforce through vocational education and training programs.(23)
Fund for Development of Youth (Sharakah)*‡	Government program that provides youth ages 15–24 with equity and loan support for existing and proposed small and medium enterprises, and provides guidance and technical assistance needed to start a new business.(24–26)
Microfinance Program*‡	Ministry of Social Development program that provides microfinance opportunities to unemployed youth to start their own businesses.(6)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Programs of the National Plan for Combating Human Trafficking*‡	Government programs under that National Plan for Combating Human Trafficking. Includes implementation of awareness-raising activities on human trafficking in schools and among the general population, provision of social services for trafficking victims, and coordination with international organizations on trafficking developments.(20)
Trafficking Victims' Shelter*‡	Government-run shelter that provides accommodations and social, psychological, legal, and medical services for up to 50 women and children who are victims of trafficking.(19, 21)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Oman.

During the reporting period, the Government partially implemented programs of the National Plan for Combating Human Trafficking. Members of PP participated in UN and Arab League anti-trafficking conferences, and the Trafficking Victims Shelter served nine victims, although none were children.(19) This facility is underutilized.(21) In addition, the exclusion of migrant workers and their children from public social, health, education, and housing benefits available to citizens may increase their vulnerability to forced labor and the worst forms of child labor.(27)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Oman (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Finalize and make publicly available a list of hazardous occupations prohibited for children under age 18.	2010 – 2013
	Clarify the minimum age for voluntary military enlistment.	2013
	Establish a compulsory education age of 15.	2009 – 2013
	Establish a law prohibiting the use of children for illicit activities.	2012 – 2013
Enforcement	Make data on child labor law enforcement publicly available, including number and type of inspections, violations, and penalties, as well as number and type of criminal investigators, cases investigated, citations issued, and prosecutions.	2013
	Develop formal mechanisms and procedures to proactively identify victims of all worst forms of child labor.	2011 – 2013
Coordination	Establish a coordinating mechanism to combat child labor, including in all its worst forms.	2009 – 2013
Government Policies	Develop a national policy to address all worst forms of child labor.	2013
	Assess the impact that the Education Model may have on addressing child labor, especially in agriculture and fishing.	2013
Social Programs	Assess the impact that existing programs may have on addressing child labor, especially in agriculture and fishing.	2012 – 2013
	Review policies regarding the use of the government shelter to ensure that the facility is fully utilized.	2012 – 2013
	Ensure that migrant worker children are afforded protection from exploitation through access to social services.	2011 – 2013
	Conduct in-depth research and measure the prevalence of child labor, especially in agriculture, fishing, and human trafficking.	2010 – 2013

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*In 2013, Pakistan made a moderate advancement in efforts to eliminate the worst forms of child labor. Provincial governments finalized national plans of action on child labor and bonded labor. In Punjab, District Vigilance Committees were re-established to combat bonded labor, including bonded labor of children. The Federal Investigation Agency also improved coordination among law enforcement groups to better track human traffickers and took action against officials complicit in human trafficking. The Government continues to implement an array of social programs and projects to combat child labor and bonded labor. However, children in Pakistan continue to engage in child labor in agriculture and the worst forms of child labor in bonded labor. While provincial governments drafted legislation to protect children from the worst forms of child labor in response to a Government-wide decentralization effort, only the Punjab Province passed such legislation. The federal law remains in effect in the remaining provinces. The federal and Punjab laws lack a minimum working age and the minimum age for hazardous work falls short of meeting international standards. Working children continue to lack sufficient legal protections. Enforcement efforts remain weak, and labor inspections have become infrequent.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Pakistan are engaged in child labor, including in agriculture and in the worst forms of child labor in bonded labor. The majority of child labor in Pakistan occurs in agriculture.(1) Data from the Government's 2012–2013 National Labor Force Survey indicate that the majority of child workers reside in rural areas.(2) Table 1 provides key indicators on children's work and education in Pakistan.

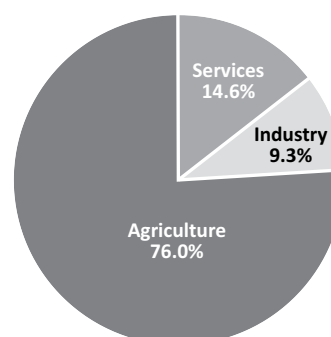
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	13.0 (2,449,480)
Attending School (%)	5-14 yrs.	72.3
Combining Work and School (%)	10-14 yrs.	1.6
Primary Completion Rate (%)		71.9

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2010–2011.(1)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including harvesting cotton, wheat, and date palms* (4-8)
	Fishing,*† activities unknown (9, 10)
	Manufacturing glass bangle† (8, 11, 12)
	Stitching soccer balls*† (13, 14)
	Shrimp processing* (13, 14)
	Weaving cloth using power looms (15)
Industry	Tanning leather† (8, 16)
	Manufacturing surgical instruments (8)
	Carpet weaving† (6, 8, 15, 17)
	Crushing stones*† (4, 18)
	Brick making (4, 5, 8, 19)
	Making palm leaf mats* (4)
Services	Mining coal* (5, 8, 20, 21)
	Construction, activities unknown† (13, 22-24)
	Domestic service (20, 25, 26)
	Work in hotels (20, 26)
	Serving in restaurants and tea stalls (4, 5, 20)
	Rag-picking (4, 17)
Categorical Worst Forms of Child Labor‡	Automobile repair, welding, and carpentry in small workshops (4, 19, 20)
	Work in transport (5, 19)
	Bonded labor in brick making, carpet weaving, agriculture, glass bangle making,* fish raising,* and coal mining (6, 13, 24, 27, 28)
	Farming, domestic service, begging, and commercial sexual exploitation as a result of human trafficking (28, 29)
	Use of underage children in armed conflict (30, 31)
	Use of children in illicit activities, such as smuggling small arms and drugs (32, 33)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children, especially girls, are employed as domestic servants and may be subjected to extreme abuse. For example, in 2013, some child domestic servants were killed by their employers.(31, 34)




Some children are used by non-state militant groups in armed conflict. Non-state groups kidnap children or coerce parents into giving away their children to spy, fight, or die in suicide attacks.(28, 30, 31) These children are subjected to physical, sexual, and psychological abuse. Children as young as age 12 are recruited by pro-Taliban insurgents, trained as suicide bombers, and trafficked between Afghanistan and Pakistan.(28, 30)

Girls who are sold into forced marriages are sometimes trafficked internationally into commercial sexual exploitation. (28) Disabled children are sold or kidnapped and taken to countries such as Iran, in which they are forced to beg.(28, 32, 35)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Pakistan has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	Yes	14	1991 Employment of Children Act (13, 23, 33)
List of Hazardous Occupations Prohibited for Children	Yes		1991 Employment of Children Act (22, 23)
Prohibition of Forced Labor	Yes		Bonded Labor System Abolition Act (BLSA), Constitution of Pakistan (11, 36)
Prohibition of Child Trafficking	Yes		Prevention and Control of Human Trafficking Ordinance 2002; Penal Code; Emigration Ordinance (27, 37, 38)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (39, 40)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	National Service Ordinance of 1970 (27, 41)
Compulsory Education Age	Yes	16	Right to Free and Compulsory Education Act (42)
Free Public Education	Yes	16	Right to Free and Compulsory Education Act (42)

\*No conscription or no standing military.

Pakistan's laws are not completely consistent with international standards regarding child labor. The lack of a national minimum age for employment may increase the likelihood that very young children engage in activities that jeopardize their health and safety. The minimum age for hazardous work is also not consistent with international standards and may jeopardize the health and safety of young people ages 14 through 17.(13, 43) Additionally, domestic service, a sector in which many child laborers work, is not covered by the list of prohibited hazardous occupations or processes.(22, 33) The law also excludes workplaces with less than 10 persons employed. As a result, children in the informal sector do not benefit from the same protections as those working in larger establishments.(6, 44, 45)

The 18<sup>th</sup> Amendment to the Constitution, passed in 2010, devolved all child welfare and labor issues from the national level to the provincial government units. Until each province repeals or adopts a replacement law, federal laws on child protection and bonded labor are in force.(13, 31) Punjab is the only province to have passed a law on the employment of children and on bonded labor that mirrors existing national laws.(13, 28) Each of Pakistan's four provinces has draft legislation that prohibits work for children under age 14 and hazardous work for children under age 18.(31, 33) Each province's legislation has been pending since 2012; therefore, these provinces continue to use the previous national law as their standard.(31) Under the current laws, children remain vulnerable to the worst forms of child labor.



Pakistan's laws do not specifically prohibit child pornography, the use of children in illicit activities, or internal trafficking. However, the Penal Code outlaws the circulation or production of any obscene books, drawings, representations, or other objects.(40, 46) The Government also uses the Penal Code and Sections 17 through 23 of the Emigration Ordinance, which address fraudulent immigration, to prosecute internal trafficking cases.(37, 38)

While education is free and compulsory through age 16, access to education is still limited. Over 6.5 million children are not in primary school.(47) In conflict zones, schools and infrastructure are often damaged.(32, 48) In some areas, schools are attacked and sometimes destroyed by militant groups opposed to secular education and the education of girls.(32)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Provincial Labor Inspectors	Inspect industrial areas and markets to identify child labor violations, enforce both national and provincial labor laws, and pursue legal action against employers.(11)
District Vigilance Committees	Implement the BLSA, assist in rehabilitating bonded laborers, and help laborers achieve the objectives of the law.(49)
Anti-trafficking Unit of the Federal Investigation Agency (FIA)	Enforce transnational trafficking-related laws.(50) Cooperate with other governments on trafficking cases, operate a hotline for victims, and publish information on anti-trafficking efforts on its website.(51)
Police	Investigate cases of bonded labor and enforce the BLSA.(52)

Law enforcement agencies in Pakistan took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

Research has not revealed the number of labor inspectors or inspections conducted throughout Pakistan.(13) The Government of Pakistan does not collect data on the number of violations, children assisted, or penalties imposed for those found to commit child labor violations.(13) Each province has a training center for labor inspectors, in which training on child labor is provided to labor inspectors.(53) Despite these training centers, provincial labor inspectors had little training and insufficient resources to adequately inspect workplaces.

Provincial labor inspectors lack authority to enforce child labor laws in agricultural settings.(54)

In Punjab, routine factory labor inspections have been replaced by a self-declaration system, whereby factory owners post declarations regarding workplace safety, health, and wage issues in their factories. Some of those factories are then chosen at random for inspection.(50) Because declarations are not mandatory and the review of declarations is the only method used to select companies for inspection, many factories go uninspected and there are no penalties for not complying with the self-declaration policy.(13, 50) In Punjab and Sindh, inspectors are instructed not to inspect a business for one year following its establishment. In addition, inspectors must seek permission from employers before labor inspections can be conducted.(27) Since devolution, labor inspections have become more infrequent. To address this issue, NGOs often perform labor inspections.(6)

During the reporting period, District Vigilance Committees were re-established in Punjab and 370 cases of bonded labor have been reported by the local police.(53) However, in other provinces, District Vigilance Committees may be nonfunctioning.(53, 55, 56)

#### *Criminal Law Enforcement*

The Government of Pakistan does not collect data on the number of criminal investigations, prosecutions, children assisted, or convictions of child traffickers and those using children in other exploitative forms of labor.(13, 50)

During the reporting period, the Federal Investigation Agency's (FIA) Interagency Task Force held several meetings to improve coordination among different law enforcement groups in order to improve the tracking of human traffickers.(57) Additionally, FIA took action against FIA officials who were complicit in human trafficking and smuggling. During the reporting period, FIA arrested and filed eight criminal cases against its own staff, and it demoted or dismissed senior officers involved in human trafficking.(57) In 2013, UNODC and the Government of Pakistan launched a pilot training course of a human trafficking training curriculum for all law enforcement agencies.(57)

Police lack the necessary personnel, training, and equipment to confront the armed guards who often oversee bonded laborers.(27) These circumstances hamper the effectiveness of Bonded Labor System Abolition Act (BLSA) enforcement, and since the law's passage in 1992, there have been no convictions under the act.(28) In 2013, police officers in Sindh Province were provided training on how to prevent and prosecute cases of bonded labor.(52)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Provincial Child Labor Units	Conduct research, build capacity, and coordinate child labor activities at the provincial level.(33, 50) Established by each provincial government.
National Commission of Human Rights Act	Coordinate Pakistan's compliance with international treaty obligations, including those related to child labor.(33, 58)
Khyber Pakhtunkhwa Child Protection and Welfare Commission	Coordinate efforts to enhance the safety, welfare, and wellbeing of children, including the prevention of exploitative child labor practices and running prevention programs in Khyber Pakhtunkhwa Province.(59)
Sindh Child Protection Authority	Coordinate efforts to ensure the rights of the children in need of special protection measures in Sindh Province, including child laborers.(60)

There are no national-level coordinating committees on child labor in Pakistan.(33) Additionally, there is a lack of sharing and coordination nationally amongst provinces.(33)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Pakistan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Sindh and Punjab Provincial Plans of Action to Combat Bonded Labor†	Details how Sindh and Punjab Provinces will revise bonded labor legislation. Includes plans to strengthen the capacity of labor inspectors, generate awareness on bonded labor, improve reporting, and computerize labor inspection data.(53, 61)
Provincial Plans of Action to Combat Child Labor†	Details how each province will revise child labor legislation. Includes plans to strengthen the capacity of labor inspectors, generate awareness on child labor, improve reporting, and computerize labor inspection data.(53, 61)
National Action Plan for Children	Aims to prohibit, restrict, and regulate child labor with an eventual goal of its ultimate elimination.(62) Lays out 14 key strategies and actions, including harmonizing work between government agencies, NGOs, and donors; promoting research on child labor issues; developing non-formal education for child laborers; providing microcredit for families of child laborers; and conducting national surveys on child labor. Also addresses child trafficking and outlines key objectives for its elimination.(62)
National Education Policy	Focuses on increasing the literacy rate and providing livelihood skills to children, including those engaged in child labor. Aims to expand non-formal and vocational education programs to children, including child laborers.(63)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
Poverty Alleviation Strategy	Describes the strategy for alleviating poverty in Pakistan, which includes priority access to microfinance for families of working children.(13)
National Action Plan for Combating Human Trafficking	Describes the prevention, prosecution, and protection strategies for ending human trafficking, including child trafficking.(64)
Child Protection Policy (FATA)	Describes how the FATA will promote and create a protective environment for all children. Includes actions to be taken towards the prevention and elimination of child labor.(65)

†Policy was launched during the reporting period.

The National Action Plan for Children mandates child labor surveys; however, such surveys have not been conducted since 1996.(31, 33) The lack of recent data hampers the Government's ability to assess the scope and prevalence of child labor and to develop policies or plans for future child labor initiatives.(31)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Pakistan participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child Camel Jockey Rehabilitation Assistance†	Child Protection and Rehabilitation Bureau program that provides housing for trafficked children, including children returned from working as camel jockeys in the United Arab Emirates. Reintegrates child victims of trafficking into their families and home communities.(27)
National Centers for Rehabilitation of Child Laborers‡	Ministry of Social Welfare and Special Education program that aims to remove children ages 5 to 14 from hazardous labor and provide them with education, clothing, and a stipend. As of 2012, there were 151 centers.(13)
Combating Abusive Child Labor II Project†‡	EU-funded project implemented by the ILO to assist provincial governments with the drafting of new child labor legislation, create Provincial Child Labor Units that monitor the implementation of a provincial child labor program, expand the knowledgebase on child labor, and increase awareness to promote child labor-friendly policies. Concluded in 2013.(66)
Project to Combat the Worst Forms of Child Labor#	Punjab Provincial Child Labor Unit program that provides non-formal education and literacy services to children in the worst forms of child labor in four of Punjab's districts. Provides livelihood services to target families and improves working conditions.(67)
Project to Eliminate Bonded Labor in Brick Kilns#*	Punjab Provincial Government project that provides interest-free loans, national identity cards, and health services to assist bonded laborers.(50, 53)
Strengthening Law Enforcement Responses and Action Against Internal Trafficking and Bonded Labor	ILO-funded program that engages brick kiln owners in Sindh and Punjab to establish new practices to help eradicate bonded labor, including child bonded labor. Links brick kiln workers to social safety nets.(53)
Benazir Income Support Program‡	Government scheme that provides financial assistance to underprivileged families and offers incentives for parents to keep their children in school and out of work.(31) In 2013, provided \$175 million to implement the Benazir Bhutto Income Support Program.(31)
Education Voucher Scheme#*	Punjab Educational Foundation provides stipends to private schools for students enrolled from low-income areas of Lahore.(13, 68)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Pakistan.

# Program is funded by the Provincial Government of Punjab.

During the reporting period, district officials in Sahiwal, Punjab, Sukkur, and Sindh began running a pilot program to track child labor patterns by collecting information on how many children are absent from school.(31) While the Government of Pakistan has a number of initiatives to address the worst forms of child labor, their limited reach is insufficient to address the scope of the child labor problem. In addition, there is no evidence of programs specifically targeting child domestics, or to raise awareness of and provide assistance to children being used in armed conflict.(27)

The Education Voucher Scheme only reaches a small portion of students and the other three provinces of Pakistan lack the resources to ensure that all children receive a free and compulsory education as assured in the Constitution and to address the magnitude of the bonded labor situation.(13)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Pakistan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on Armed Conflict and the Palermo Protocol.	2013
	Provinces should establish a minimum age for employment that, at minimum, is harmonized with the compulsory education age.	2009 – 2013
	Create comprehensive prohibitions against additional specific hazardous activities and clearly establish a minimum age for hazardous work at 18.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors regardless of the size of the establishment.	2011 – 2013
	Amend the law to clearly criminalize child pornography, internal child trafficking, and to prohibit the use of children in illicit activities.	2011 – 2013
Enforcement	Collect and publish enforcement data for child labor violations and criminal violation of child trafficking laws.	2010 – 2013
	Allow labor inspectors to conduct inspections at any time, without notice, including within the first year of an enterprise's establishment and within agricultural settings.	2011 – 2013
	Revise the self-declaration labor monitoring system in Punjab to require employers to post reports on workplace safety, health, and wages and thereby be subject to inspection.	2010 – 2013
	Ensure vigilance committees are established and active throughout Pakistan.	2013
	Provide adequate funding for training to enable inspectors and investigators to combat the worst forms of child labor.	2010 – 2013
Coordination	Ensure that the response to the worst forms of child labor can be coordinated at both the provincial and national levels.	2011 – 2013
Government Policies	Conduct sectoral surveys on areas with a high incidence of child labor to increase the knowledgebase in these areas and inform policy and program planning.	2009 – 2013
Social Programs	Increase the size and scope of Government programs to reach children working in the worst forms of child labor, including work in domestic service and bonded child laborers.	2009 – 2013
	Implement programs to raise awareness and provide assistance to children used by non-state militant groups to engage in armed conflict.	2011 – 2013
	Expand education programs to provide free and compulsory education as required in the Right to Free and Compulsory Education Act.	2011 – 2013
	Assess the impact that existing programs may have on child labor.	2013

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# Panama

## MODERATE ADVANCEMENT

*In 2013, Panama made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Panama increased the number of labor inspectors, extended the Roadmap towards the Elimination of Child Labor to cover the period 2013–2014, and released the results of a 2012 survey covering child labor. However, children continue to engage in child labor, including in agriculture. The law does not adequately define light work nor does it clearly sanction violations related to the hazardous work in which children are prohibited to engage. The law also allows minors under 16 to engage in hazardous work in training establishments.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Panama are engaged in child labor, including in agriculture.(1-3) Table 1 provides key indicators on children's work and education in Panama.

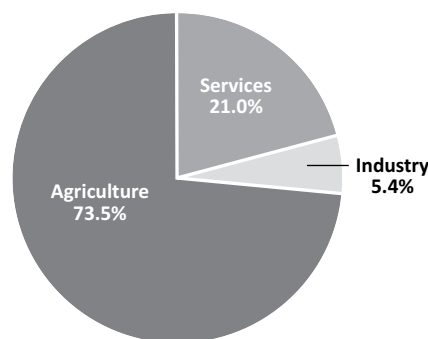
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.5 (30,016)
Attending School (%)	5-14 yrs.	94.3
Combining Work and School (%)	7-14 yrs.	4.5
Primary Completion Rate (%)		97.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Trabajo Infantil, 2010.(5)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of coffee,† tomatoes,*† melons,† sugarcane,† beans,*† rice,*† bananas,*† corn,*† yucca,*† and onions*† (6-19)
	Fishing,*† activities unknown (9, 20-22)
	Scavenging the ocean for metal and other items*† (9, 20, 23, 24)
Services	Domestic service in third-party homes*† (2, 10, 11, 17, 20, 22, 25-30)
	Construction, activities unknown*† (30, 31)
	Assisting bus drivers by collecting fares*† (9, 20, 31)
	Street work including selling goods on the street,† washing cars,† shoe shining,† and collecting recyclables*† (3, 9, 10, 17, 19, 20, 22, 30, 32-35)
Categorical Worst Forms of Child Labor‡	Forced domestic service† (29)
	Commercial sexual exploitation as a result of trafficking† (2, 19, 29)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




According to the results of Panama's 2012 Survey on Child Labor, boys are more likely to work than girls. Furthermore, the highest prevalence of child labor is in autonomous indigenous areas, followed by the provinces of Coclé and Darién.(1, 31, 36, 37)

Children of indigenous descent face greater barriers to accessing education services, including having to travel significant distances to reach school.(28, 35) Additionally, children from indigenous communities frequently migrate with their families to work in agriculture.(8, 9, 38, 39) Farm owners often pay wages according to the amount of crops harvested, leading families to bring their children to work alongside them to harvest more crops.(9)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Panama has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Constitution; Family Code; Labor Code (40-42)
Minimum Age for Hazardous Work	Yes	18	Family Code; Penal Code; Labor Code (20, 41-43)
List of Hazardous Occupations Prohibited for Children	Yes		Labor Code; Penal Code; Executive Decree No. 19, of 2006 (24)
Prohibition of Forced Labor	Yes		Penal Code; Constitution (9, 40, 43)
Prohibition of Child Trafficking	Yes		Constitution; Penal Code; Article 3 of Law 79 on Trafficking in Persons and Related Activities, Family Code (9, 40, 41, 43-45)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code; Law No. 79 on Trafficking in Persons and Related Activities (23, 43, 45)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Article 4 of Law 79 on Trafficking in Persons and Related Activities; Family Code (41, 43, 45)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	Yes	15	Law on Education (46)
Free Public Education	Yes		Law on Education (20)

\*No conscription or no standing military.

The Constitution allows children under the minimum age to work under conditions established by the law.(40, 47) The Labor Code allows for light work in agriculture starting at age 12, as long as it does not impede school attendance.(9, 41, 42) It also states that minors ages 12 to 15 may perform light work in agriculture if the work is outside regular school hours; it also limits the work hours of minors under age 16 to 6 hours per day and 36 hours per week.(42) Similarly, the Agricultural Code permits children between ages 12 and 14 to perform agricultural labor, as long as the work does not interfere with their schooling.(48) None of these provisions defines the kind of light work that children may perform in agriculture.(9, 41, 42)

# Panama

## MODERATE ADVANCEMENT

Additionally, Article 118 of the Labor Code allows minors to perform hazardous work in training establishments when the work is approved by the competent government authority and carried out under its supervision, but the Labor Code does not establish a minimum age for this work.(42, 49) Although Executive Decree No. 19 of 2006 indicates that violations related to hazardous child labor will be sanctioned in accordance with existing laws, it is unclear whether penalties provided for in Article 202 and 203 of the Penal Code or Article 125 of the Labor Code are applicable.(24)

In 2013, the Government of Panama began to review and update the List of Hazardous Occupations Prohibited for Children.(2, 50)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MITRADEL)	Enforce child labor laws. Contains two directorates with direct authority over child labor matters: the Directorate Against Child Labor and for the Protection of Adolescent Workers (DIRETIPPAT) and the Labor Inspection Directorate.(2, 51) Inspections carried out jointly. Refers cases of children found in exploitative work in the informal sector to the Child and Adolescent Courts and the National Secretariat for Childhood, Adolescence, and Family (SENNIAF).(2, 6)
Labor Inspection Directorate	Carry out labor inspections in establishments and sites where it is suspected that children are working.(2)
Directorate Against Child Labor and for the Protection of Adolescent Workers (DIRETIPPAT)	Oversee child labor inspections, mainly in informal workplaces within the MITRADEL. Plan and execute public policies; carry out education programs on child labor for employers, parents, and children. Coordinate the implementation of the National Plan for the Eradication of Child Labor and the Protection of Young Workers.(2, 6, 52, 53)
Attorney General's Office	Investigate and prosecute crimes of sexual exploitation. Investigations begun by the Judicial Investigative Directorate; cases passed to the prosecutors.(54)
Public Ministry's Organized Crime Unit	Investigate trafficking cases and operate a unit dedicated to investigating trafficking in persons for sexual exploitation.(6, 55)
National Commission for the Prevention of Crimes of Sexual Exploitation (CONAPREDES)	Coordinate actions and study trends, prevalence, and policies related to sexual exploitation. Promote public policies for the prevention and eradication of sexual exploitation through specific actions, projects, and programs.(56) Members include the Attorney General as well as the ministries of Labor, Education, Social Development, and Health.(56) Refer cases of sexual exploitation to the Attorney General's Office.(20)
National Secretariat for Childhood, Adolescence, and Family (SENNIAF)	Support the ability of the Government and NGOs to eradicate child labor through a program thus creating a network of services that addresses the needs of this population better. Promotes education as a means to contribute to the eradication of poverty.(2)

Law enforcement agencies in Panama took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MITRADEL) employed 239 labor inspectors, an increase from 138 in 2012. Seven labor inspectors are specifically assigned to child labor issues in Panama City.(2, 20) However, all labor inspectors are trained to look for evidence of child labor.(57, 58)

Complaints related to child labor may be filed through the “311” citizen complaint telephone hotline run by the MITRADEL. Callers can register complaints and allegations of child labor through the hotline, in person either at one of the MITRADEL offices or at social service centers run throughout the country.(6, 55) The complaints are assigned a case number and are processed by the appropriate government agency.(2) The Government reports that only two complaints were received during 2013: one regarding child labor in construction and the other regarding a child working in an informal business.(2, 59)

In 2013, the MITRADEL designated \$811,093 for its Directorate Against Child Labor and for the Protection of Adolescent Workers (DIRETIPPAT) to conduct inspections and programs, among other activities. The Labor Inspectorate received \$1.2 million, and the budget allocated for child labor inspection was \$121,832, a decrease of \$66,637 from 2012.(2, 60)

In 2013, The MITRADEL had sufficient resources, including vehicles and computers, to carry out its activities.(2, 61) During the reporting period, the MITRADEL carried out 5,664 labor inspections, an increase from 3,340 in 2012.(2) Additionally, the MITRADEL conducted 21 inspections to investigate child labor specifically in such activities as washing cars, working in and around taxi and bus stops, bagging groceries in supermarkets, and fishing. (2) DIRETIPPAT removed 1,546 working children from the street and from hazardous labor through preventative actions.(2, 54) The MITRADEL also investigated 42 complaints of child labor offenses, found 22 to be substantiated, and issued fines.(2)

### *Criminal Law Enforcement*

In 2013, the Attorney General's Office conducted 28 investigations of child pornography cases and of 11 cases related to commercial sexual exploitation of children.(54)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The Committee for the Eradication of Child Labor and the Protection of Adolescent Workers (CETIPPAT)	Coordinate various efforts to combat child labor. Led by the First Lady of Panama and comprise the MITRADEL; the ministries of Education, Health, and Agriculture; as well as representatives from civil society and organizations of workers and employers.(56)
CONAPREDES	Coordinate government efforts to combat the commercial sexual exploitation of children. Led by the Office of the Attorney General and includes members from the ministries of Labor, Education, Social Development, and Health.(62) Conducts investigations in the area of sexual exploitation.(23)
SENNIAF	Support the ability of the Government and NGOs to combat child labor through a program, thus creating a network of services that addresses the needs of this population better. Promotes education as a means to contribute to the eradication of poverty.(2)

In 2013, the Government of Panama passed Executive Decree 107, which adjusted the composition of the Committee for the Eradication of Child Labor and the Protection of Adolescent Workers by reducing the number of institutions from 27 to 23, with the goal of improving its effectiveness.(2, 50)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Panama has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan for the Eradication of Child Labor and the Protection of Young Workers (2007–2011)	Aims to combat child labor through various strategies, including raising awareness, strengthening national legislation, improving the quality of life of at-risk families, reintegrating child workers into the educational system, and developing systems to monitor working children.(56) This plan is currently administered by CETIPPAT.
Roadmap towards the Elimination of Child Labor	Aims to achieve the goals of the National Plan to Eliminate the Worst Forms of Child Labor by 2015 and all child labor in Panama by 2020 by strengthening anti-poverty, health, and educational programs and policies.(20, 63, 64) Provides a work plan of responsible agencies and provides a framework for the incoming Government to continue the strategies of child labor eradication.(64, 65) In 2013, the Government extended the Roadmap towards the Elimination of Child Labor to cover 2013–2014.(2)



**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Action Plan for the Prevention and Elimination of Sexual Commercial Exploitation of Children and Adolescents 2008–2010	Aims to prevent and eliminate the sexual commercial exploitation of children and adolescents through various strategies, including the provision of services to victims, strengthening CONAPREDES, and raising awareness. With support from the Public Ministry, CONAPREDES also continued to execute the National Plan to Prevent and Eliminate the Sexual Exploitation of Children and Adolescents (2008–2010).(2, 20, 56, 66)

In 2013, the Government extended the Roadmap towards the Elimination of Child Labor to cover 2013–2014.(2) In addition, during 2013, the National Commission for the Prevention of Crimes of Sexual Exploitation (CONAPREDES) held conversations with various sectors to raise awareness about commercial sexual exploitation and to develop prevention actions for this crime. However, turnover in personnel has resulted in a lack of permanently trained staff at CONAPREDES.(23)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Panama funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Direct Action Program‡	MITRADEL program implemented through the Institute for Training and Utilization of Human Resource (INUHR) that provides scholarships for schooling to approximately 4,900 child workers.(7, 67–69) Offers training to beneficiaries to improve income-generating opportunities.(9, 70, 71) The Government of Panama offered 1,443 new scholarships to child laborers in 2013.(2)
Network of Opportunities*‡	Ministry of Social Development program that provides cash transfers to families conditioned on their participation in health and education services.(20, 70)
Prevention and Eradication of Child Labor‡	SENNIAF program that identifies children engaged in the worst forms of child labor, removes them from exploitative situations, and provides the necessary services to them.(9, 20, 54)
Prevention and Attention of Child Victims of Sexual Violence ‡	SENNIAF program that identifies children engaged in commercial sexual exploitation, removes them from exploitative situations, and provides the necessary services to them.(9, 20, 54)
National Council of Private Businesses (CoNEP) Corporate Social Responsibility Program*	Joint effort created by MITRADEL and CoNEP. Involves a partnership with businesses across Panama to sign the Voluntary Agreement of Corporate Social Responsibility to prevent and eradicate child labor.(36, 72) During the reporting period, the number of participating businesses increased to 250, from 105 in 2012.(54)
Public Policy and Strategies to Prevent and Eradicate Child Labor Certificate Program*	Certificate program created in partnership with the Government of Panama, Telefonica Movistar, and the University of the Americas to train government employees in the MITRADEL, the Judicial Secretariat, the Labor Inspectorate, and CETIPPAT on the child labor issue.(54, 73, 74) During 2013, the program developed a protocol to organize services within MITRADEL and CETIPPAT in regards to child labor.(54)
Building Effective Policies Against Child Labor in Ecuador and Panama	USDOL-funded, \$3.5 million, 4-year project implemented by ILO-IPEC to strengthen policy and enforcement of child labor laws and occupational safety in Panama.(75, 76)
EducaFuturo	USDOL-funded, \$6.5 million, 4-year project implemented by Partners of the Americas to combat the worst forms of child labor among the most vulnerable populations, including Afro-descendants and migrant and indigenous children, by providing them with educational and livelihood services in Panama. The project targets approximately 1,800 children, 500 youth, and 600 households.(75, 76)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to strengthen legal protections and social service delivery for child domestic workers in Panama.(77)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Panama.

In 2013, the Government of Panama published the results of the 2012 Survey on Child Labor.(1, 2) The Government continues to implement social programs to combat poverty among the most vulnerable and to increase the access of children and families to basic and vocational education.(2)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Panama (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish regulations that identify the types of agricultural activities that children between the ages of 12 to 15 can undertake as light work to ensure they are not exposed to hazardous labor.	2009 – 2013
	Ensure that only minors age 16 and older who have received adequate, specific instruction or vocational training are permitted to perform hazardous work.	2013
	Clarify which penalties apply under the Penal or Labor Code for violations of hazardous child labor provisions under Executive Decree No. 19.	2011 – 2013
Enforcement	Revise Ministry of Public Security assignment policies to address turnover in personnel so that CONAPREDES has permanently trained staff.	2011 – 2013
Social Programs	Assess whether the conditional cash transfer program, Network of Opportunities, has an impact on child labor.	2012 – 2013

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# Papua New Guinea

## MINIMAL ADVANCEMENT

*In 2013, Papua New Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government and six provincial governments committed to establish Provincial Child Labor Committees to combat child labor at the local level. In July 2013, Parliament passed the People Smuggling and Trafficking in Persons Act; however, the Act has not yet come into force.*

*Children in Papua New Guinea continue to engage in the worst forms of child labor, particularly in forced domestic service and commercial sexual exploitation. Papua New Guinea does not have a comprehensive list of hazardous occupations from which children are prohibited. Additionally, Papua New Guinea's child labor laws are not effectively enforced, and the lack of compulsory education may increase the risk of children's involvement in the worst forms of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Papua New Guinea are engaged in the worst forms of child labor, particularly in forced domestic service and in commercial sexual exploitation.(1-6) Data on key indicators on children's work and education are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working on tea,* coffee,* cocoa,* copra,* oil palm,* and rubber plantations* (1, 2, 9, 10) Domestic service (2, 3, 5, 6, 9, 11-13)
Services	Street work, vending, chopping firewood for sale, moving furniture, loading and unloading boxes from containers, carrying heavy bags of food, scavenging for scrap metal, begging (1-3, 5, 10, 14, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including working in bars and night clubs, brothels, and pornography, sometimes as a result of trafficking (2, 3, 5, 9, 10, 12, 13) Unspecified forced labor as a result of trafficking* (2, 3, 10) Forced domestic service (2, 3, 5, 6, 11-13)

\* Evidence of this activity is limited and/or extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)-(c) of ILO C. 182.

A number of children in urban areas, such as Mount Hagen, work as porters for market taxis and carry extremely heavy loads. Children living in informal settlements on the outskirts of Port Moresby, who have been orphaned by AIDS or abandoned by their families, are particularly vulnerable to this type of employment.(10, 16-18)






Some children working in domestic service are held in indentured servitude in order to pay off family debts.(2, 3, 5, 6, 10, 11, 14) These children work long hours, lack freedom of mobility, do not have access to medical treatment, and do not attend school.(14)

Limited evidence suggests that members of the Papua New Guinea police are responsible for committing acts of sexual violence against children, and for facilitating trafficking by accepting bribes and ignoring victims forced into commercial sexual exploitation or labor.(2-4, 10, 14, 19, 20) There are reports that the threat of sexual violence against young girls, and the shame and stigma that follows this violence, prevents many girls from attending school.(10, 21)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Papua New Guinea has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 103 of Employment Act (22)
Minimum Age for Hazardous Work	Yes	16	Articles 103 and 104 of Employment Act, Article 6 of Lukautim Pikinini (Child) Act (22)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 43 of Constitution, Criminal Code (23, 24)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code, Sexual Offenses and Crimes Against Children Act (23)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	16	Defence Act (25)
Compulsory Education Age	No		
Free Public Education	No		

\* No conscription or no standing military.

The minimum age for hazardous work in Papua New Guinea is inconsistent with ILO C. 182, which states that hazardous work by children under the age of 18 should be prohibited. There is no comprehensive list of hazardous work from which children are prohibited, but the Department of Labor and Industrial Relations (DLIR) has been developing one since late 2012 for inclusion in amendments to the Employment Act and the Occupational Safety and Health Act.(2, 4, 10, 12, 14, 15). In addition, DLIR drafted a set of regulations called the National Common Rule, which would cover child labor issues. However, the Government has yet to enact any of this legislation.(10) There is a

# Papua New Guinea

## MINIMAL ADVANCEMENT

lack of harmony among existing laws and policies on protections against hazardous child labor. For example, the Child Act prohibits and sets penalties for the engagement of a child (defined as a person under age 18) in “harmful child labor,” which includes hazardous work; however, the Employment Act does not prohibit injurious work by 16-, 17-, and 18-year-olds.(10) The Child Welfare Act prohibits street trading by children of any age between the hours of 8 p.m. and 6 a.m., or at any time on a Sunday.(26)

Papua New Guinea does not have legislative provisions for offenses committed against children for the purpose of labor exploitation; laws that explicitly forbid the sale and trafficking of children; or legal instruments that prohibit the use, procuring, or offering of a child for the production and trafficking of drugs.(3, 11, 12, 14, 27, 28) In July 2013, Parliament passed the People Smuggling and Trafficking in Persons Act. Once enacted, the law will criminalize smuggling and trafficking in persons, provide assistance and protection for victims, and augment penalties for smugglers and traffickers such as increased imprisonment for offenses that involve children under the age of 18 years.(20, 29). The law will not come into force until it has been certified by the Speaker of Parliament and endorsed by the Governor General.(20)

Although free education through grade 10 has been Government policy since 2011, and was extended through grade 12 the following year, it is not guaranteed by law; in practice, many schools charged fees for books, uniforms, and other supplies.(10, 24, 30-32) Education is not compulsory, which makes children especially vulnerable to the worst forms of child labor, as they are not required to be in school nor are they allowed to legally work until they are age 16.(4, 15)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor and Industrialized Relations (DLIR)	Implement and enforce child labor laws. Approximately 30 labor inspectors cover child labor in addition to other labor law violations.(10)
Department of Religion, Youth, and Community Development (DRYC)	Enforce the Lukautim Pikinini (Child) Act of 2009.(10)
Royal Papua New Guinea Constabulary Sexual Offenses Squad	Enforce laws against commercial sexual exploitation of children and use of children in illicit activities.(10)

Law enforcement agencies in Papua New Guinea took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

The DLIR Child Labor Unit announced by the Government in 2012 had not yet been established. There were approximately 30 labor inspectors, but according to international observers, this was not enough to enforce child labor laws effectively.(10) No child labor inspections or complaints were pursued. Research did not uncover information on funding or training for any of the relevant agencies during the reporting period.(10) DLIR participated in an effort to raise awareness on child labor at the provincial level of government by explaining DLIR’s ongoing internal initiatives on labor law and enforcement reform. DLIR circulated its draft Child Labor Inspection Form and Child Labor Referral Form for piloting by provincial officials.(33)

#### *Criminal Law Enforcement*

There were no prosecutions or convictions of the worst forms of child labor.(10) Through support and funding from IOM, the Government conducted three regional trainings for law enforcement personnel on trafficking in persons.(20) In January 2014, the Government opened an investigation into a possible child trafficking case regarding two girls in a rural village who were unwillingly given in marriage as recompense to the family of a deceased teacher.(20)

Both the ILO Committee of Experts and senior staff at the Department of Religion, Youth, and Community Development have noted that enforcement is ineffective because of inadequate resources and cultural acceptance of child labor.(12, 14, 16, 20, 26) Inadequate technical capacity and coordination among enforcement agencies constitute additional obstacles to effective enforcement.(1, 4, 10, 26)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established a mechanism to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Human Trafficking Committee (NHTC)	Coordinate efforts to combat trafficking in persons. Members include the Office of the Prime Minister and NEC, Department for National Planning and Monitoring, Immigration and Citizenship Service Authority, Customs, Royal Papua New Guinea Constabulary, DLIR, Office of the Public Prosecutor, National Council of Women, Consultative Implementation and Monitoring Council, State Solicitor, Department of Provincial and Local Government Affairs, Department for Community Development, Salvation Army, City Mission/Haus Ruth, Anglicare, Save the Children, World Vision, IOM, UNHCR, UNHCHR, UNICEF, UN Women, and U.S. Embassy Port Moresby.(20)

During the reporting period, the NHTC coordinated logistics for an anti-trafficking seminar that brought together officials from seven government agencies.

Although the Government has established a human trafficking coordinating body, research found no evidence of a mechanism to combat child labor in all of its worst forms. In 2013, the DLIR Child Labor Desk that was to have been established in 2012 to liaise among the relevant agencies was not yet in place.(10) The DLIR chaired a Project Advisory Committee (PAC) on Child Labor for the regional TACKLE child labor project that ended in 2013. As of 2012, DLIR had endorsed the establishment of a new permanent, interagency committee on child labor, but research found no evidence that the Secretary of DLIR has signed the endorsement.(4, 10)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Papua New Guinea has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Universal Basic Education Plan 2010–2019*	Aims to ensure that all children complete nine years of basic, quality education from age 6; to reduce poverty through education; and to build Government capacity to manage education.(31) Key objectives include building infrastructure, including more classrooms and staff housing and increased access to safe drinking water and sanitation facilities at school; providing teacher training; providing over-age children access to basic education; and abolishing all school fees by 2015. Plan also includes a goal that the Government will fully fund basic education by 2015.(31, 34, 35)
Vision 2050*	Sets a long-term strategy for Papua New Guinea's socioeconomic development. Pillars of the plan include "Human Capital Development, Gender, Youth, and People Empowerment".(36) Prioritizes education access, knowledge and technology growth, community empowerment, access to credit, bringing more people into the formal economy, and equitable development in rural areas where poverty is highest.(36)
Medium Term Development Strategy 2011–2015*	Establishes a 5-year plan for development, in line with Vision 2050, and including budgets, targets and outputs. (37) Plan designates responsible authorities for implementation. Education and public utility infrastructure improvements given highest priority.(37)

\*The impact of this policy on child labor does not appear to have been studied.

There is no overall policy to combat child labor. The National Action Plan on Child Labor (NAP) has been in draft form since 2012. Reportedly, DLIR was finalizing the NAP to submit for Parliamentary approval in early 2014.(4, 10)

#### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Papua New Guinea participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

# Papua New Guinea

## MINIMAL ADVANCEMENT

**Table 8. Social Programs to Address Child Labor**

Program	Description
Decent Work Country Programme 2013–2015†	Implemented by the Government, the Trade Union Congress, and the Employers' Federation through technical assistance from the ILO and cooperation with the Australian Government. Seeks to establish a national employment strategy. Explicitly recognizes the relationship between education and child labor, and prioritizes youth employment services.(38) Concrete measures to be taken include finalizing child labor provisions in the draft Employment Bill and drafting a hazardous work list and the formalization of the Child Labor Unit in DLIR.(38) Key youth employment initiative is to provide business training to out-of-school youth, particularly those who are marginalized or disabled. During the reporting period, the Decent Work strategy paper was finalized.(38)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016. Established by the Hague Global Child Labor Conference in 2010. Aims to strengthen legal protections and social service delivery for child domestic workers. In 2013, the project disseminated awareness-raising materials and a global report on child domestic workers on the occasion of World Day Against Child Labor.(39)
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and the Caribbean countries and the Pacific group of states (ACP).(40) Aims to improve government capacity to implement and enforce child labor laws and policy, and to work with social partners and civil society towards these goals.(41) Closed in Papua New Guinea in August 2013 after 6 years of activity. During the reporting period, the project visited six provinces in Papua New Guinea to raise awareness on child labor, provide technical assistance, get input for a national hazardous work list, and raise awareness on draft legislation on child labor.(33) DLIR and six provincial governments committed to establish Provincial Child Labor Committees to combat child labor at the local level.(33) Under TACKLE, the NGOs Mercy Works (in partnership with the Government) and the Young Women's Christian Association implemented direct action programs to empower children working in the markets and living in the informal settlements.(18)
Urban Youth Employment Project*	Partially Government-funded World Bank project to provide training, temporary jobs, and skill development through apprenticeships in a variety of fields and 2-year placements on public works projects. Project targets 13,500 disadvantaged youth in and around Port Moresby.(42) In 2013, 250 youths received pre-employment training and about 50 percent of those were placed in trainee positions; to-date, 1300 youths have received basic life skills training.(42)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

Although the Government has implemented programs in domestic service and among communities vulnerable to street work, research found no evidence that it has carried out programs to assist children in commercial sexual exploitation or agricultural labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Papua New Guinea (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt a comprehensive list of hazardous work from which children under age 18 are prohibited.	2009 – 2013
	Reform child labor legislation to conform to international child labor conventions, including by raising the minimum age for hazardous work to 18, and expanding the law to prohibit the abduction, kidnapping, or procurement of children for the purpose of labor exploitation.	2011 – 2013
	Enact the People Smuggling and Trafficking in Persons Act.	2011 – 2013
	Establish a compulsory school age for all children that is equivalent to or greater than the minimum age for work.	2009 – 2013
	Harmonize laws and policies on protections against hazardous child labor.	2013
Enforcement	Provide inspectors with the authority, training, and resources to enforce labor laws and other laws required to protect children from the worst forms of child labor.	2009 – 2013
Coordination	Establish a coordinating mechanism to combat all the worst forms of child labor, in addition to the NHTC's coordination of efforts to combat human trafficking.	2009 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Finalize and implement the draft National Action Plan to Eliminate Child Labor.	2009 – 2013
	Assess the impact that existing policies may have on child labor.	2013
Social Programs	Institute programs that address the worst forms of child labor, with a particular focus on children engaged in commercial sexual exploitation and agricultural work.	2010 – 2013
	Assess the impact that the Urban Youth Employment Project may have on child labor in Papua New Guinea.	2013

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# Paraguay

## MODERATE ADVANCEMENT

*In 2013, Paraguay made a moderate advancement in efforts to eliminate the worst forms of child labor. In May 2013, the Government of Paraguay became the second Latin American country to ratify ILO Convention 189 Concerning Decent Work for Domestic Workers. The Government conducted human trafficking trainings for law enforcement professionals throughout the country; prosecuted and convicted criminals who violated laws regarding the worst forms of child labor; and expanded health and education services of the Government-funded Embrace Program (Programa Abrazo) in areas of the country with high prevalence of child labor and the worst forms of child labor. However, children in Paraguay continue to engage in child labor in agriculture and in the worst forms of child labor in domestic service. Paraguay's system of child labor eradication lacks a formal coordinating mechanism between agencies and remains underfunded relative to the scope of the problem. In addition, the Government did not make information available on whether businesses were fined for child labor infractions.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Paraguay are engaged in child labor in agriculture and in the worst forms of child labor in domestic service.(1) A 2011 quantitative government survey found that 21 percent of all Paraguayan children are engaged in hazardous work, and that approximately 90 percent of all working children perform hazardous tasks, such as carrying heavy loads or using dangerous tools.(2) Table 1 provides key indicators on children's work and education in Paraguay.

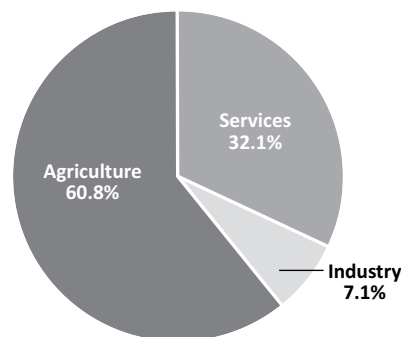
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	15.3 (113,072)
Attending School (%)	5-14 yrs.	90.3
Combining Work and School (%)	7-14 yrs.	12.1
Primary Completion Rate (%)		86.0

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Permanente de Hogares Survey, 2005.(4)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cotton (5)
	Harvesting of sugarcane (1, 6)
	Production of soy,* sesame,* wheat,* manioc,* peanuts,* beans,* and stevia * (7)
	Cattle raising (1, 8, 9)
Industry	Production of charcoal (10, 11)
	Production of bricks (1, 11)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Gold mining*† (1)
	Limestone quarrying† (1, 12)
	Manufacturing soccer balls* (1)
	Construction, activities unknown† (1)
Services	Domestic service† (1, 8, 13)
	Transportation, activities unknown* (7)
	Street vending and street begging† (8, 11, 14, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 16)
	Domestic service, sometimes as a result of human trafficking* (1)
	Drug trafficking *(17, 18)
	Debt bondage in cattle raising* (1, 9)
	Used in the production of child pornography (19, 20)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

A 2011 quantitative study on child labor in Paraguay's sugarcane sector estimated that children comprise more than 25 percent of the sugarcane workforce, and about one out of four of those children suffered injuries twice a year, on average, while working.(6) Children work alongside their parents in debt bondage on cattle ranches in the remote region of the Chaco.(1, 8, 21) Children are engaged in gold mining in small family-run mining operations in Paso Yobái and Guairá.(1) The practice of *criadazgo*, a system whereby well-off families informally adopt young domestic workers from impoverished families, is pervasive in Paraguay.(1, 15) Child sex trafficking occurs in the border areas with Argentina and Brazil.(13, 16)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Paraguay has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

In May 2013, Paraguay ratified the ILO Convention 189 Concerning Decent Work for Domestic Workers.(1) The Paraguayan Congress has not passed legislation to implement the convention.(1)

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Childhood and Adolescence Code (22)
Minimum Age for Hazardous Work	Yes	18	Decree 4951/2005 (23)
List of Hazardous Occupations Prohibited for Children	Yes		Childhood and Adolescence Code; Decree 4951/2005; Labor Code (22-24)
Prohibition of Forced Labor	Yes		Constitution; Penal Code (25, 26)
Prohibition of Child Trafficking	Yes		Comprehensive Law Against Human Trafficking; Penal Code; Constitution (25-27)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code; Decree 4951/2005; Childhood and Adolescence Code (22, 23, 26)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Childhood and Adolescence Code (22, 26, 28)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law 3360 of November 2, 2007 (29)
Minimum Age for Voluntary Military Service	Yes	18	Law 3360 of November 2, 2007 (29)
Compulsory Education Age	Yes	15	Education Law 1264/98 (30)
Free Public Education	Yes		Education Law 1264/98 (30)

In November 2013, the Government adopted Law 5115/2013, which created a new Ministry of Labor, Work, and Social Security (MLWS).(1) The law establishes a cabinet-level agency directly responsible for all labor, work, and social security matters; instructs the new agency to create policies and programs that address forced labor, debt bondage, and child labor; and mandates the formation of a General Directorate for the Protection of Children and Adolescents to directly address child labor issues.(1)

The law permits children between ages 12 and 14 to engage in light work. However, the Government has not yet adopted regulations governing the nature and conditions of light work that is permitted for children.(31) Moreover, the ILO Committee of Experts has recommended that Paraguay strengthen its laws regarding light work for children.(31) Research has not identified the specific legal provisions that stipulate penalties for violations of the List of Work Endangering Children (Decree 4951) or which ministries enforce the law.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including in its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Work and Social Security (MLWS)	Enforce laws related to child labor and hazardous child labor, inspect workplaces for child labor, and fine companies found in violation of labor laws.(1) Refer cases involving criminal violation of child labor to the Public Ministry or the National Secretariat for Children and Adolescents (SNNA).(1)
National Police	Maintain a special unit of 33 police officers that handle complaints regarding trafficking in persons, including children, with offices in five cities.(1)
The Public Ministry (Prosecutor's Office)	Enforce criminal laws, including those related to the worst forms of child labor. Investigate and prosecute violators based on complaints, its own information or referrals from the MLWS and other agencies, such as the SNNA and the Public Defender's Office.(1) Maintain a Special Directorate to Fight the Trafficking of Persons and Commercial Sexual Exploitation of Children that works with local prosecutors nationwide to prosecute trafficking and commercial sexual exploitation crimes.(1)
The National Secretariat for Children and Adolescents (SNNA)	Maintain a unit dedicated to fighting child trafficking.(1) Sponsor hotline to report cases of trafficking and the commercial sexual exploitation of children; provide social services to trafficking victims upon receiving referrals from law enforcement agencies.(17) In reporting period, responded to 4 cases of child labor which included 3 cases of forced labor and 1 case of worst forms of child labor.
The Public Defender's Office	Protect the due process of law. Endowed with legal, administrative and budgetary autonomy within the judicial system. Established a permanent Observatory Unit on Torture and an Observatory Unit on Penal Conditions and employs 200 attorneys.(18)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Women's Affairs (MWA)	Handle female victims of trafficking, half of whom are estimated to be children. Houses office dedicated to combating trafficking of children. Handles most social services for trafficking victims. Five dedicated personnel.(1, 17)

Law enforcement agencies in Paraguay took actions to combat child labor, including in its worst forms.

### ***Labor Law Enforcement***

On January 1, 2014 the Ministry of Justice and Labor (MJT) split into two ministries: the Ministry of Justice and Human Rights (MJH) and the Ministry of Labor, Work, and Social Security (MLWS).(1) This separation allows the MLWS to have an independent budget and fulfills an ILO recommendation.(1) In 2013, the former MJT employed 24 inspectors nationwide in eight state-level branch offices, a decrease from 43 inspectors in 2012.(1, 17) From January 2013 to December 2013, the MJT undertook three wide-ranging sector-specific inspections in the construction, transportation, and commerce sectors that did not uncover child labor infractions.(1) Although the total number of labor inspections that took place in 2013 is unavailable, the MJT reported conducting 361 inspections between August 2012 and June 2013.(1)

Given the extent of child labor in Paraguay, the number of labor inspectors is inadequate.(1) No information is available on the number of citations or penalties issued for child labor law violations. Some labor inspectors received training regarding child labor in previous years, but labor inspectors have not conducted specific inspections focusing on child labor.

### ***Criminal Law Enforcement***

In 2013, the Public Ministry began prosecuting domestic labor trafficking cases involving children, a new mandate for the Ministry that was established by the 2012 Comprehensive Law Against Human Trafficking. In 2013, the Public Ministry employed three specialized prosecutors in its Special Directorate to Fight the Trafficking of Persons and Commercial Sexual Exploitation of Children, the same number of prosecutors as in 2012.(1) These prosecutors had a staff of 35 assistants, an increase from 23 assistants in 2012.(1, 17) The prosecutors in this unit carried out 12 training sessions across the country, training at least 400 prosecutors, police officers, and judges on the obligations and responsibilities of implementing the 2012 human trafficking law.(1) In addition, in 2013, the National Commission to Prevent and Eradicate the Exploitation of Children (CONAETI) conducted two training workshops for Public Ministry inspectors on the implementation of the 2012 human trafficking law.(1)

In 2013, the Public Ministry coordinated with The National Secretariat for Children and Adolescents (SNNA) and the National Police to assist and, in some cases, remove from the street 16 indigenous children who were working as street beggars. There were 21 prosecutions regarding the worst forms of child labor during the reporting period, all of which were child pornography cases. Most of these prosecutions were led by the Prosecutor's Office Anti-Trafficking Unit.(1) In 2013, the Prosecutor's Office Unit to Combat Cyber Crimes cooperated with the U.S. Federal Bureau of Investigation, INTERPOL, and the National Center for Missing and Exploited Children to also investigate and prosecute four child pornography cases.(1) Three convictions were obtained during the reporting period for distribution of child pornography. The maximum sentence administered was three years in prison.(1)

Paraguay's law enforcement agencies have inadequate resources, including staff, to sufficiently investigate and prosecute cases of the worst forms of child labor. As a result, the number of convictions of crimes related to the worst forms of child labor is inadequate.(1) There is also a lack of formal referral mechanisms between prosecutors in the Public Ministry and other agencies that receive complaints related to the worst forms of child labor, such as the SNNA.(1)

An additional constraint to labor law enforcement is the legal requirement that the Public Ministry and MLWS secure a search warrant from a judge if an employer does not permit them to enter a workplace, including the workplace of

# Paraguay

## MODERATE ADVANCEMENT

domestic servants, to inspect it. There is a lack of efficient and timely cooperation by judicial authorities in granting search warrants for workplace inspections.(1)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including in its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Commission to Prevent and Eradicate the Exploitation of Children (CONAETI)	Lead government efforts against child labor and include representatives from the MLWS, the Ministry of Justice and Human Rights (MJH), the MWA, the SNNA, and other government agencies as well as labor union representatives, industry associations and NGOs.(1, 32)
National Council for Children and Adolescents (National Council)	Establish policies to protect children's rights and approve specific programs aimed at children and adolescents.(1, 32)
Inter-Institutional Working Group on Preventing and Combating Human Trafficking	Coordinate inter-agency efforts to combat child trafficking. Headed by the Ministry of Foreign Relations.(1, 13, 32)
Defense Councils for the Rights of Children and Adolescents (CODENI)	Coordinate government efforts to protect children's rights at the municipal level.(1)

The National Commission to Prevent and Eradicate the Exploitation of Children (CONAETI) was active during the reporting period, holding eight regular meetings. In 2013, the Anti-Trafficking in Persons Unit of the Prosecutor's Office joined CONAETI for the first time.(1) CONAETI continued to work closely with the Sugarcane Growers Association to implement several ILO/DOL-funded programs aimed at eradicating child labor in sugar plantations.(1) Government coordination, including between CONAETI, MLWS, and other agencies, such as the Prosecutor's Office, Public Defender's Office, and the Judicial branch, is done on an informal basis and remains inadequate.(1)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Paraguay has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategy for the Prevention and Eradication of Child Labor and Protection of Working Adolescents (2010-2015)	Serves as the Government's main policy framework to address child labor. CONAETI-approved plan. Aims to combat the worst forms of child labor. Provides access to free and quality education to child laborers and livelihood alternatives for their families. Raises public awareness of child labor and improves enforcement of child labor laws.(1, 32) In 2013, Government support for the National Strategy, National Plan for Development, and National Plan for Human Rights continued.(1)
National Plan for Development (2010-2020)	Includes goals for reducing child labor as part of broader efforts to reduce social exclusion and poverty. Includes the "Program for the Protection and Social Promotion of Children and their Families," which specifically aims to reduce the worst forms of child labor.(33)
National Plan on Human Rights	Established in 2012, it includes components on Child Labor, Forced Labor and Indigenous Child Labor. The plan has no expiration date.(1)
Inter-institutional Agreement on Government Procurement	National Secretariat for Children and Adolescents inter-institutional agreement with the National Bureau for Public Contracts to ensure that any goods or services procured by the Government are not produced through child labor.(34)
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(35)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater articulation between governmental agencies, levels of government, and with civil society among MERCOSUR members.(36)



**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children, and by exchanging best practices.(37)

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(38)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Paraguay funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Embrace Program (Programa Abrazo)‡	SNNA program that assists children engaged in exploitative work by providing them and their families with health and education services and cash transfers conditioned on children's school attendance and withdrawal from work.(32) In 2013, expanded into areas where labor and sexual trafficking of children are most prevalent. Opened a service center in the sugarcane growing region of Villeta, Central. NGO Fortalecer works closely with program in the implementation of ILO-IPEC programs. Program has also worked closely with the Sugarcane Growers' Association, MEC, and CONAETI to set up programs tailored to at-risk children who work during the sugarcane harvesting season.(1)
Well-Being (Tekoporã) Conditional Cash Transfer Program ‡	Government-administered program through the Secretariat for Social Action (SAS).(1) Provides conditional cash transfers to families in moderate to extreme poverty in the Concepción, San Pedro, Canindeyú, Caaguazú, and Caazapá departments. Since August 2013, the Tekoporã and Abrazo programs have begun working together more closely, exchanging information about beneficiaries, eliminating beneficiaries listed in multiple programs, and exchanging best practices and methodologies.(1) Tekoporã incorporates aspects of the Abrazo Program to ensure beneficiary families do not allow their children to engage in child labor. Tekoporã Program also includes the family monitoring methodology implemented by the Abrazo Program.(1)
Mutual Aid (Ñopytyvô) Conditional Cash Transfer Program ‡	Government program provides conditional cash transfers to impoverished indigenous families in the Chaco region.(39) Cash transfer is conditioned on families withdrawing children from child labor and meeting education and health requirements. Program assists approximately 700 families, including 1,320 children younger than age 14.(39)
Ministry of Education and Culture (MEC)/ILO Program	Ministry of Education program that carries out child labor awareness-raising activities among students and teachers to help school administrators identify child laborers and prevent children from engaging in the worst forms of child labor.(32)
Comprehensive Attention Program for Street Children and Adolescents*‡	National Secretariat for Children and Adolescents (SNNA) program that provides assistance and services to children living in the streets. Program's goal is to assist approximately 200 children.(32)
Combating the Worst Forms of Child Labor through Horizontal Cooperation in South America	\$6.75 million USDOL-funded, 4-year, project implemented by ILO-IPEC to combat the worst forms of child labor through horizontal cooperation in South America that ended in September 2013. Promoted collaboration across Bolivia, Brazil, Ecuador, and Paraguay to combat the worst forms of child labor among the most socially excluded populations, including indigenous children and children of Afro descent.(9) Withdrew 3,047 children and prevented 5,478 from engaging in the worst forms of child labor.(9, 40)
Country Level Engagement and Assistance to reduce (CLEAR) project	USDOL-funded capacity building project implemented by the ILO in at least 10 countries, to build local and national capacity of the Government to address child labor. In Paraguay, the project aims to build local and national capacity of the Government to address child labor by improving legislation related to child labor issues, including by bringing local or national laws into compliance with international standards; improving monitoring and enforcement of laws and policies related to child labor; and enhancing the implementation of national and local policies and programs aimed at the reduction and prevention of child labor.(41)

# Paraguay

## MODERATE ADVANCEMENT

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Paraguay, the project aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor.(42)
Regional Action Group for the Americas (Grupo de Acción Regional para las Américas)	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(43, 44)
Southern Child Initiative (Niñ@sur)	Carries out public campaigns against commercial sexual exploitation, trafficking, and child labor; facilitates technical assistance to improve domestic legal frameworks to comply with international standards on those issues; and supports the exchange of best practices related to victim protection and assistance.(45, 46)
Global Program on the Eradication of Child Labor	\$4.5 million Government of Spain-funded, 3-year project implemented by ILO-IPEC to combat child labor.(47)
Partnership Program to Eliminate Child Labor	\$2.3 million Government of Brazil-funded, 4-year project implemented by ILO-IPEC to combat child labor.(47)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Paraguay.

Although Paraguay has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Additional programs are needed to reach the great numbers of working children, especially in agriculture and domestic service.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Paraguay (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt regulations governing the nature and conditions of the light work permitted to children between ages 12 and 14.	2009 – 2013
	Adopt and publicize the legislation that establishes sanctions for violations of Decree 4951, the List of Work Endangering Children.	2010 – 2013
Enforcement	Increase personnel and resources available to the Ministry of Labor, Work, and Social Security.	2009 – 2013
	Make information regarding the total annual number of labor inspections publically available.	2013
	Improve cooperation mechanism between judicial authorities and labor enforcement officials in order to grant search warrants for workplace inspections in a more efficient and timely manner.	2013
	Make information publicly available on citations and penalties issued to employers for child labor infractions.	2012 – 2013
	Increase efforts to prosecute crimes related to employing children in the worst forms of child labor, including by developing coordination and referral mechanisms for government agencies likely to receive child labor complaints to refer relevant complaints to the Public Ministry.	2012 – 2013
Coordination	Establish coordinating mechanisms between CONAETI, MLWS, and other agencies to combat child labor, including its worst forms.	2013
Policies	Conduct research to determine the activities carried out by children working in construction and transportation to inform policies and programs.	2013
Social Programs	Further expand government programs to assist more families and children affected by the worst forms of child labor, especially in agriculture and domestic service.	2010 – 2013
	Assess the impact that the Comprehensive Attention Program for Street Children and Adolescents has had on reducing the worst forms of child labor.	2012 – 2013

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# Peru

## SIGNIFICANT ADVANCEMENT

*In 2013, Peru made a significant advancement in efforts to eliminate the worst forms of child labor. The Government took steps to consolidate and strengthen its inspection system by transferring inspection authority, in most cases, from regional governments to a new National Labor Inspection Superintendency (SUNAFIL). The Ministry of Labor and Employment Promotion (MTPE) approved a tenfold increase in the maximum fine for employers that employ children in the worst forms of child labor. In addition, in an effort to support regional actions to combat child labor, the Government provided specialized training to 23 Regional Commissions for the Prevention and Eradication of Child Labor. The MTPE, Ministry of Education, and the Ministry of Social Development signed an agreement to jointly implement two pilot programs to combat child labor, as called for in Peru's National Strategy for the Prevention and Eradication of Child Labor. However, children in Peru continue to engage in child labor, including in agriculture and street work, such as street vending and street begging. Labor inspectorates remain underfunded and the number of child labor inspections is insufficient, especially in regions with the highest rates of child labor. In addition, not all Regional Commissions for the Prevention and Eradication of Child Labor have drafted and funded action plans to combat child labor, as they are mandated to do by Ministerial Resolution 202-2005-TR.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Peru are engaged in child labor, including in agriculture and street work.(1) According to the Government's 2011 National Household Survey, 68 percent of child laborers under the legal working age work in rural areas, principally on farms.(1, 2) According to the same Survey, approximately 31 percent of child laborers in urban areas work in the service sector, including in hazardous occupations such as street sales.(2) Official statistics indicate that rates of child labor are significantly higher in the Highland and Jungle regions of Peru as compared to the Coastal regions.(2) Table 1 provides key indicators on children's work and education in Peru.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	6-14 yrs.	19.4 (1,014,688)
Attending School (%)	6-14 yrs.	79.4
Combining Work and School (%)	7-14 yrs.	14.4
Primary Completion Rate (%)		91.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Hogares, 2011.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of Brazil nuts/chestnuts* (5, 6)
	Planting and harvesting avocados,* barley,* beans,* cocoa,* coffee,* corn,* grass,* passion fruit,* pineapples,* plantains,* potatoes,* rocoto (chili pepper)* and yucca* (7)
	Herding and caring for farm animals† (2, 8)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Agriculture	Fishing,† activities unknown (9)
Industry	Mining,† including silver mining* and particularly gold mining (5, 6, 10-12)
	Clearing forestland for mining, including cutting down and burning trees*† (11)
	Logging, activities unknown*† (5, 6)
	Production of bricks and fireworks† (5, 6)
Services	Street vending,† street begging,† shoe shining, and car washing† (2, 5, 6, 13)
	Collecting fares on public buses† (14)
	Repairing motor vehicles† (11)
	Garbage scavenging† and battery recycling*† (5, 6, 10)
	Domestic service† (6, 8, 13)
Categorical Worst Forms of Child Labor‡	Forced labor in mining, particularly gold* mining (6, 11, 15)
	Forced labor in logging,* domestic service, street vending, begging, and bartending (5, 6, 11, 13, 16)
	Working in bars and brothels (5, 11)
	Commercial sexual exploitation sometimes as a result of human trafficking (6, 11, 16)
	Domestic service as a result of human trafficking (6, 13)
	Growing and processing coca (stimulant plant), and transporting drugs (5, 6, 13, 16)
	Use of child soldiers sometimes as a result of forced recruitment* (6, 13, 16)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.







‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

The terrorist group Shining Path uses children as soldiers.(6, 13, 16) The Shining Path, as well as other drug traffickers, use children to produce coca and transport drugs.(5, 13, 16) Evidence suggests that children work in informal mining, particularly in informal gold mines.(15) Girls are found in commercial sexual exploitation across the country, in particular in mining communities.(17, 18) Domestic work is principally carried out by girls, who often migrate from impoverished areas in the Highland and Jungle regions to the Coastal areas to work in third-party homes.(6) Child sex tourism is a problem in Cuzco, Iquitos, and Lima.(16, 19)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Peru has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓



# Peru

## SIGNIFICANT ADVANCEMENT

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Child and Adolescent Code (20)
Minimum Age for Hazardous Work	Yes	18	Child and Adolescent Code (21)
List of Hazardous Occupations Prohibited for Children	Yes		Supreme Decree No. 003-2010-MIMDES (22)
Prohibition of Forced Labor	Yes		Constitution; Penal Code (23, 24)
Prohibition of Child Trafficking	Yes		Law against Trafficking in Persons and Illegal Migrant Smuggling (25)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 153 of the Penal Code (26)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (27)
Minimum Age for Compulsory Military Recruitment	Yes	18	Military Service Law (28, 29)
Minimum Age for Voluntary Military Service	Yes	18	Military Service Law (28, 29)
Compulsory Education Age	Yes	17	Constitution; General Education Law (24, 30)
Free Public Education	Yes		Constitution (24, 30)

There are apparently inconsistent interpretations as to the application of Section 153 of the Penal Code, outlawing trafficking in persons, to forced labor cases. Although the Ministry of Justice has prosecuted forced labor cases under the provision, the Ministry of Labor and Employment Promotion (MTPE) believes a specific forced labor provision in the Penal Code is necessary to most effectively address the problem and has proposed legislation to make the change, which the ILO Committee of Experts supports.(31)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Promotion of Employment (MTPE)	Enforce child labor laws, including prohibitions on the worst forms of child labor.(32, 33) Set national policies and guidelines for labor law enforcement, including for inspections.(34) In the past, was responsible for conducting inspections in Lima. As of 2013, is responsible for supporting and overseeing the National Labor Inspection Superintendency, a newly created government agency within the MTPE but functionally independent, charged with conducting labor inspections in Lima and other regions.(34)
National Labor Inspection Superintendency (SUNAFIL)	Carry out labor inspections in the Lima region, as well as inspections of employers outside of Lima with more than 10 registered workers, in coordination with regional labor inspectorates.(35) Maintain a Special Inspection Group Against Forced Labor and Child Labor, composed of 16 inspectors who conduct inspections targeting forced labor and child labor violations, and train other inspectors on these topics.(36) Address possible child labor violations during all inspections and refer cases of child labor to the Ministry of Women and Vulnerable Populations (MIMP) and the Public Ministry.(37, 38)
Regional Labor Inspectorates	Inspect employers in regions outside of Lima with 10 or fewer registered workers, in coordination with the SUNAFIL.(34, 35)
Public Ministry	Coordinate with the MTPE, SUNAFIL, and National Police to investigate and prosecute cases of criminal violation of child labor laws.(38)
Ministry of Women and Vulnerable Populations (MIMP)	Maintain a Children's Bureau that coordinates with the MTPE and SUNAFIL to document complaints of violations of child labor law.(33) Maintain a hotline for exploited children, including child laborers, and provide social services to children found working in the worst forms of child labor.(36, 38)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
National Police	Enforce criminal laws regarding child labor and child exploitation and maintain a Trafficking Investigation Unit to investigate cases of child trafficking for labor and sexual exploitation.(33, 38) Coordinate with the Public Ministry and MIMP to place rescued minors in the care of family members or state social services.(1)
Ministry of the Interior	Maintain a hotline functioning during office hours to receive reports of trafficking in persons. Provide victims and the general public with information on trafficking; communicate trafficking cases to relevant government offices; and coordinate services for victims.(1, 39)

Law enforcement agencies in Peru took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

In an effort to improve the quality of labor law enforcement, in particular inspections, throughout Peru, in 2013 the Government passed a law creating the National Labor Inspection Superintendency (SUNAFIL). The law transferred the authority to inspect employers with more than 10 registered workers from MTPE and regional governments to the SUNAFIL.(32, 34, 35) However, during the reporting period, the SUNAFIL had not yet been fully established and the MTPE continued to carry out inspections in the Lima region and regional inspectorates carried out all inspections outside of Lima.(13)

In 2013, the Government employed 416 inspectors nationally, the same number it employed in 2012.(1, 36) Of these inspectors, approximately 225 were based in Lima, and the remaining 191 were based in regional inspectorates.(35) From January to September 2013, the MTPE reported that 612 inspections targeting child labor were carried out, although the number of these inspections that occurred in each region was not available.(40) These inspections were carried out in the agriculture, fishing, mining, construction, commerce, hotels and restaurants, and transportation sectors. The number of child labor violations found as a result of these inspections was not available, although the MTPE reported that child labor was found mainly in the mining, agriculture, fishing, and commerce sectors.(13) As a result of these inspections, the MTPE assisted 31 children in Lima who were working illegally.(13) Complete data on the number of children found working and provided with assistance in regions other than Lima was not available.

In 2013, the Government imposed fines on 25 employers for child labor violations, totaling approximately \$30,129, although it is not known whether the employers fined were in Lima or in other regions, or whether additional fines were imposed by regional inspectorates.(13, 40) The Government reports that all the fines were collected.(36) In late 2013, the MTPE greatly increased the maximum fine that could be applied to employers who employ children in the worst forms of child labor from \$26,400 to \$264,000.(34)

In 2013, MTPE inspectors participated in several workshops related to child labor, including a training and information exchange with the Argentine Ministry of Labor on child labor and youth employment.(36) In addition, Peru's Office of the Ombudsman initiated a study on the MTPE's actions on child labor, with a focus on the inspection system. The study, scheduled for publication in 2014, is expected to produce recommendations to improve the MTPE's actions on child labor.(36)

In general, inspectors in Peru lack sufficient resources, such as transportation and fuel, to effectively carry out inspections, including on child labor.(13, 33) Many Regional Labor Inspectorates outside of Lima and Callao are particularly understaffed and underfunded.(32)

### ***Criminal Law Enforcement***

In 2013, the MPTE, the National Police, and the Public Ministry worked together to investigate and prosecute criminal cases of the worst forms of child labor. The Public Ministry investigated and prosecuted 201 cases involving trafficking in persons and coordinated legal and psychological assistance for 117 victims; however, these data do not distinguish between children and adults.(40) The Ministry of Interior reported receiving approximately 500 calls to the trafficking in persons hotline.(40) The Judicial Branch reported having convicted 41 people for trafficking in persons, although the number of these cases involving

# Peru

## SIGNIFICANT ADVANCEMENT

children is unknown. In addition, the National Police identified 25 child victims of trafficking in persons; however, information was not available on the number of children who were rescued or received services in 2013.(40)

Peru's Public Defender's Office has stated that perpetrators of crimes related to the trafficking of minors are often given sentences that are below the minimum required by law.(41)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Prevention and Eradication of Child Labor (CPETI)	Propose public policies and coordinate, evaluate, and monitor government actions to combat child labor.(13) Maintain several subcommittees, including one on informal mining and one on child labor in indigenous villages.(13) Led by the MTPE and includes 17 government agencies, including the Ministry of Education, the Ministry of Justice, and the Ministry of Interior, as well as representatives from business associations, unions, and NGOs.(13)
Regional Commissions for the Prevention and Eradication of Child Labor	Carry out CPETI's mandate at the regional level.(42) Have been created in 23 of the 25 regions in Peru.(1, 36)
National Commission against Forced Labor	Coordinate government efforts to combat forced labor, including conducting research on forced labor, awareness raising efforts, developing legislation, and strengthening Peru's institutional capacity to address forced labor.(33) Led by the MTPE with participation of eight additional government ministries.(33)
Permanent Multi-Sectoral Commission on Illegal Mining	Coordinate the Government's efforts to address illegal mining, including by developing programs to eradicate child labor and child prostitution in mining areas.(43) Led by the Prime Minister's Office and includes the participation of regional governments and six national government agencies, including the Ministry of Energy and Mines and the Ministry of the Interior.(43)
Multi-Sector Committee Against Trafficking in Persons	Lead and coordinate government efforts to combat trafficking in persons. Chaired by the Ministry of the Interior and includes 12 government agencies, including the Ministry of Justice, the MIMP, and the MTPE.(33)

In 2013, the CPETI created four technical working groups. One group aims to modify the methodology of Peru's National Household Survey to improve and increase the collection of data on child labor and to monitor the Government's progress in implementing the National Strategy for the Prevention and Eradication of Child Labor.(36) Three other working groups began reviewing Peruvian child labor laws to identify areas needing improvement. One of these groups has begun drafting a proposed update to the List of Hazardous Occupations Prohibited to Children.(36)

Also in 2013, the CPETI held a training workshop in Lima for the leadership of all 23 Regional CPETIs. In addition, members of the CPETI provided onsite training to members of the Regional CPETIs in 21 regions.(36) Regional CPETI commissions are mandated to create action plans to combat child labor. However, not all regional commissions have action plans in place, as they are mandated to do by Ministerial Resolution 202-2005-TR, and some regions have not provided funding to carry out the action plans.(37, 44)

In general, government agencies that identify and assist child laborers, as well as law enforcement agencies that investigate child labor cases, do not consistently coordinate with one another or share information about planned interventions or raids.(40) In 2013, the failure of law enforcement officials in different parts of the country to coordinate with one another led to significant delays in investigating child trafficking and rescuing victims.(45)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Peru has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategy for the Prevention and Eradication of Child Labor for 2012–2021	Aims to eliminate hazardous child labor by improving the livelihoods of low-income families, improving education opportunities, raising awareness about child labor, improving work conditions for adolescents, and increasing child labor law enforcement.(2) Also seeks to improve the quality of child labor data in Peru.(2) Includes the objective of carrying out pilot programs to combat child labor in urban and rural areas. In 2013, an agreement was signed by the MTPE, the Ministry of Education, and the Ministry of Social Development to jointly implement two such programs.(36)
National Action Plan for Children and Adolescents for 2012–2021	Establishes a comprehensive set of government policies for children and adolescents, including the goal of eradicating hazardous child labor.(1, 33)
Sector Strategy on the Prevention and Eradication of Child Labor	Developed jointly by the MTPE and the ILO; includes the objectives of increasing the availability of child labor data, raising public awareness, strengthening coordination between public and private entities on child labor issues, and improving investigations of child labor violations.(32, 38)
Second National Plan to Combat Forced Labor for 2013–2017†	Establishes the Government's policies and priorities for combatting forced labor. Includes the goal of reducing children's vulnerability to becoming engaged in forced labor.(15)

† Policy was launched during the reporting period.

Although the Government approved the Second National Plan to Combat Forced Labor for 2013–2017 during the reporting period, the Government has not allocated funding to implement many components of the plan.(13)

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(46)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Peru funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Seed Project ( <i>Proyecto Semilla</i> )	\$13 million USDOL-funded, 4-year project implemented by the NGO <i>Desarrollo y Autogestión</i> to combat rural child labor. Supports the national and regional governments in developing child labor policies, carries out awareness raising campaigns, and aims to provide 6,500 children and 3,000 families with education and livelihood services to reduce the incidence of child labor.(8, 47) As of October 2013, has assisted 3,318 children and 2,264 families.(48)
Global Research on Child Labor Measurement and Policy Development (MAP)†	USDOL-funded research project implemented by the ILO in 10 countries, including Peru, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(49)
Carabayllo Project‡	2-year pilot project implemented by the Government that provides scholarships, education assistance, psychological help, and other services to 1,000 families and 1,500 children with the aim of reducing urban child labor, especially in garbage dumps.(1, 2, 36)
Huánuco Project‡	2-year pilot project implemented by the Government that seeks to improve school retention and attendance rates among child laborers in rural areas. In conjunction with the Together Program, assists approximately 4,000 children and 3,200 families by providing them with cash transfers, education, and livelihood services.(1, 2, 36)
Together Program ( <i>Juntos</i> )‡	Ministry of Social Development program to provide cash transfers to approximately 650,000 low-income households in 14 of the country's 25 departments.(50, 51)
Peru Works ( <i>Trabaja Perú</i> )‡	MTPE program that offers temporary work and technical training to low-income households. Requires beneficiaries to ensure their children attend school and do not engage in child labor.(33, 38)
Youth to Work ( <i>Jóvenes a la Obra</i> )‡*	MTPE program to provide youth ages 16 to 24 with free job training, including on-the-job training in companies.(13)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Go Peru ( <i>Vamos Perú</i> )‡ *	MTPE program to provide job training and assistance to entrepreneurs, and job placement services to the unemployed, including youth.(13)
Street Educators ( <i>Educadores de Calle</i> )‡	MIMP program to provide counseling and training to children engaged in begging and street work in 20 cities throughout Peru.(52) Connects working children and their families to educational and social services with the goal of withdrawing them from exploitative work and improving family welfare.(37, 52)
Regional Action Group for the Americas ( <i>Grupo de Acción Regional para las Américas</i> )	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(53, 54)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including Peru. Includes the objective of developing information systems on the worst forms of child labor.(55)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Peru.

Although Peru has programs that reach children who work in agriculture in rural areas, the scope of these programs is still insufficient to fully address the large numbers of children engaged in hazardous occupations in agriculture. Peru also lacks targeted programs to assist children who are subjected to forced labor, commercial sexual exploitation, and child soldiering, as well as children who work in mining, logging, and domestic work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Peru (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Adopt the Ministry of Labor's legislative proposal to explicitly criminalize all forms of forced labor.	2013
Enforcement	Increase the level of funding allocated to the MTPE, SUNAFIL, and Regional Labor Inspectorates to help ensure effective enforcement of child labor laws, particularly in regions with high rates of child labor.	2009 – 2013
	Increase information that is publicly available about child labor law enforcement efforts, particularly at the regional level, including: the number of child labor violations found, the number of fines imposed and collected for child labor violations, the number of child laborers assisted as a result of inspections, the number of children engaged in the worst forms of child labor that were rescued or provided services, and the number of criminal cases involving the worst forms of child labor that were investigated or prosecuted.	2012 – 2013
	Ensure that perpetrators of crimes related to the trafficking of minors are sentenced with a punishment that complies with the minimum sentence required by law.	2013
Coordination	Ensure that Regional CPETI commissions develop action plans to combat child labor, and allocate sufficient funding to implement these plans.	2010 – 2013
	Strengthen coordination and information-sharing mechanisms among government agencies dealing with child labor issues.	2012 – 2013
Government Policies	Allocate sufficient funding to fully implement the Second National Plan to Combat Forced Labor.	2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Assess the impact that existing social programs, such as the Juntos conditional cash transfer program, may have on addressing child labor.	2013
	Expand social programs to reach a greater number of children working in hazardous occupations in agriculture, and initiate social programs to address forced child labor, child commercial sexual exploitation, child soldiering, child labor in mining, child labor in logging, and child domestic service.	2009 – 2013

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*In 2013, the Philippines made a significant advancement in efforts to eliminate the worst forms of child labor. The Department of Labor and Employment (DOLE) updated the country's hazardous list for children and conducted additional research on child labor in agriculture, the largest child labor sector, to inform policy and programs. The Government also implemented the Convergence Program Against Child Labor (2013–2016) to assist local governments in creating child-labor free communities. The President of the Philippines issued an executive order to prevent grave child rights violations by creating improved monitoring systems for children in armed conflict. The Government also passed the Expanded Anti-Trafficking in Persons Act to establish a permanent Interagency Council, create a database on trafficking cases, expand provisions to protect victims of trafficking, and establish stronger penalties for violations, including those against children. However, children in the Philippines continue to engage in child labor in agriculture and domestic service.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Philippines are engaged in child labor, primarily in agriculture and domestic service.(1-5) The 2011 National Survey on Children indicated that 3.21 million children are engaged in child labor, of which 2.99 million work in hazardous labor.(6) Most child labor occurs in the informal sector, with about 60 percent in agriculture.(7) Table 1 provides key indicators on children's work and education in the Philippines.

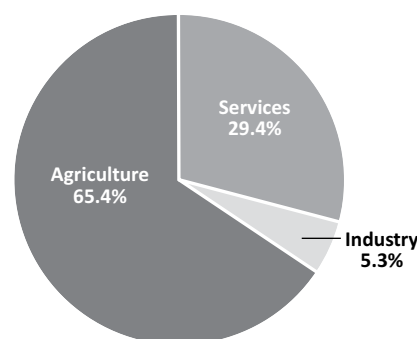
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	11.0 (2,180,565)
Attending School (%)	5-14 yrs.	87.6
Combining Work and School (%)	7-14 yrs.	11.3
Primary Completion Rate (%)		91.3

Source for primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2014.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey-Child Labour Survey, 2001.(9)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of sugarcane, bananas, coconuts, corn, hogs, rice, rubber, and tobacco (1, 10-12)
	Production of other fruits* and vegetables,* activities unknown (1, 10)
Industry	Mining† and quarrying,† including gold extraction (1, 2, 4, 11-13)
	Deep-sea fishing† (1, 4, 13, 14)
	Manufacturing pyrotechnics† (1, 13, 15, 16)

# Philippines

## SIGNIFICANT ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Industry	Construction, activities unknown* (1, 4)
	Production of fashion accessories (1, 4)
Services	Domestic work (1, 11-13, 17-20)
	Street work, including scavenging and begging* (1, 4, 7)
	Scavenging in dumpsites (1, 11-13, 15)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 7, 12, 15, 20-22)
Categorical Worst Forms of Child Labor‡	Forced labor, including domestic service, sometimes as a result of human trafficking (7, 15, 20-22)
	Use in the production of pornography (7, 12, 15, 22)
	Use of child soldiers as combatants, guides, messengers, and porters, sometimes as a result of forced recruitment (15, 18, 22-26)
	Forced begging* (12)
	Trafficking of drugs (2, 12, 13)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children, primarily girls, are trafficked from rural to urban areas for domestic service and commercial sexual exploitation.(15, 18, 20, 22) Emerging reports indicate that boys are increasingly trafficked for commercial sexual exploitation, particularly for child pornography.(22) The Philippine National Police (PNP) noted that child trafficking for labor is prevalent from Lanao del Sur Province in Mindanao.(12, 27)

Children commonly work as domestic servants or *kasambahays*.(1, 17-19) Many child domestics work long hours, and their isolation in homes creates the potential for sexual harassment and verbal and physical abuse.(11, 17, 18, 20, 28) Child domestic servants are often denied access to education.(3, 18, 19, 28) Domestic workers sometimes receive no pay, have some of their wages withheld, or work as forced laborers.(11, 17, 19, 22, 28)







Child soldiering is a problem, particularly among anti-government and terrorist organizations.(7, 15, 20, 22-24, 29) Sources indicate that children continue to be found in the Moro Islamic Liberation Front (MILF) working as guides, messengers, and porters.(2, 7, 22-24, 30-32) In early 2014, the Government of the Philippines signed a peace agreement with the MILF, completing negotiations that had been ongoing for more than a decade.(33) At the time of writing this report, it is unknown how quickly children will be released from the ranks of the MILF. Children have also been reported in the Moro National Liberation Front where abductions have been reported, including for the use of children as human shields, as well as in the Bangsamoro Islamic Freedom Fighters.(22, 23, 26, 34) While the National People’s Army (NPA) has indicated a willingness to stop the use of children, children continue to be found in the NPA’s ranks.(15, 22-24, 30, 31) The UN has reported that children are targeted for conscription as both combatants and non-combatants by the Abu Sayyaf Group.(7, 15, 21-24, 31) The UN has raised concerns about the use of children by security forces of the state.(7)

Typhoon *Haiyan* hit the Philippines in late 2013, leaving behind devastation that affected millions of people.(35) Prior to the typhoon, children already were involved heavily in agriculture, and the loss of family livelihoods and incomes increases the possibility that children will engage in hazardous work.(36) Adult migration for work and displacement from homes may make children more exposed to exploitation in hazardous work or human trafficking.(36)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Philippines has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labor Code; An Act Instituting Policies for the Protection and Welfare of Domestic Workers (37, 38)
Minimum Age for Hazardous Work	Yes	18	Labor Code (38)
List of Hazardous Occupations Prohibited for Children	Yes		Republic Act No. 679, as further amended by Presidential Decree No. 148, Woman and Child Labor Law, Department Order 4 (39)
Prohibition of Forced Labor	Yes		Expanded Anti-Trafficking in Persons Act of 2012, Republic Act No. 10364 (40)
Prohibition of Child Trafficking	Yes		Act Providing for the Elimination of the Worst Forms of Child Labor and Affording Stronger Protection for the Working Child, Republic Act No. 9231; Expanded Anti-Trafficking in Persons Act of 2012; Special Protection of Children Against Abuse, Exploitation and Discrimination Act (40-42)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Act Providing for the Elimination of the Worst Forms of Child Labor and Affording Stronger Protection for the Working Child; Special Protection of Children Against Abuse, Exploitation and Discrimination Act; Anti-Child Pornography Act of 2009, Republic Act No. 9775; Cybercrime Prevention Act (15, 41-43)
Prohibition of Using Children in Illicit Activities	Yes		Act Providing for the Elimination of the Worst Forms of Child Labor and Affording Stronger Protection for the Working Child, Republic Act No. 9231; Special Protection of Children Against Abuse, Exploitation and Discrimination Act; Comprehensive Dangerous Drugs Act (41, 42, 44)
Minimum Age for Compulsory Military Recruitment	Yes	18	Memorandum Circular No. 13 on Selective Enlistment/ Reenlistment of the Department of National Defense and the Armed Forces of the Philippines; Special Protection of Children Against Abuse, Exploitation and Discrimination Act (41, 45)
Minimum Age for Voluntary Military Service	Combat: Yes Non-Combat: Yes	18 17	Memorandum Circular No. 13 on Selective Enlistment/ Reenlistment of the Department of National Defense and the Armed Forces of the Philippines; 2003 Declaration on Ratifying the Optional Protocol (25, 45)
Compulsory Education Age	Yes	18	Enhanced Basic Education Act of 2013 (46)
Free Public Education	Yes		Philippine Constitution (47)

Child labor laws include written protections for children in the formal sector; however, it is not clear whether these protections extend to children who are self-employed.(5)

Although the law mandates free education, many children do not attend school because the costs of books, uniforms, meals, and transportation are prohibitive for many families.(1, 2, 19, 48) In addition, distant school locations are often not accessible for rural students, especially at the secondary school level.(7, 48, 49)



# Philippines

## SIGNIFICANT ADVANCEMENT

During the reporting period, the Department of Labor and Employment (DOLE) worked with stakeholders to update the country's hazardous work list for children, DOLE Department Order No. 4.(39, 50-52) In conjunction with the update, the Institute of Labor Studies and the Occupational Safety and Health Center conducted in-depth studies in hazardous work in agriculture, specific to child labor.(51, 53) The draft report is expected to be issued in 2014, and the results of this study will be used to inform future interventions to reduce child labor in agriculture in the Philippines.(51)

In February 2013, the Expanded Anti-Trafficking in Persons Act of 2012 was signed into law as Republic Act No. 10364.(38) This Act amends Republic Act No. 9208 of 2003 to establish a permanent Interagency Council Against Trafficking with a staffed secretariat to carry out the mandate; create a database on trafficking cases; expand provisions to protect victims of trafficking; and establish stronger penalties for violations, including those against children.(2, 12, 40, 54)

In August 2013, the President issued Executive Order No. 138, Adopting the Comprehensive Program Framework for Children in Armed Conflict, Strengthening the Council for the Welfare of Children (CWC) and for Other Purposes. This also formalized the establishment of a Monitoring, Reporting and Response System for Grave Child Rights Violations in Situations of Armed Conflict (MRRS-GCRVSAC). This system will monitor the program framework with the primary objective of preventing the occurrence of grave child rights violations.(12)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor and Employment (DOLE), Bureau of Working Conditions (BWC)	Enforce child labor laws and regularly train inspectors and regional personnel. Inspect establishments and monitor compliance with labor laws in all sectors, including the informal sector, nontraditional and informal establishments, and agricultural and mining operations.(12)
Rescue the Child Laborers ( <i>Sagip Batang Manggagawa</i> - SBM) Quick Action Teams	Lead the regional mechanism for rescuing children who work in abusive and dangerous situations under DOLE.(13) Partner with local representatives of various government agencies, local NGOs, labor unions, and the business community in a cooperative effort to detect, monitor, and respond to instances of child labor in the formal and informal sectors.(12)
Department of Social Welfare and Development (DSWD)	Rehabilitate and reintegrate children.(2, 13) Coordinate regional Special Action Units to conduct rescue operations for child laborers and cooperate with social workers to manage the ongoing cases of victims. (13) Maintain 16 Crisis Intervention Units and 26 residential facilities nationwide to address cases of child abuse and support its victims, including children exploited by hazardous labor.(12)
Philippine National Police (PNP)	Investigate and prosecute child labor cases.(22, 55) Lead the enforcement of child trafficking and commercial sexual exploitation of children (CSEC) laws as well as other tasks related to the protection of children by the PNP's Women and Children's Protection Center.(12) Maintain 1,909 women and children's desks throughout the country.(13, 22)
National Bureau of Investigation (NBI)	Investigate and prosecute child labor cases.(22, 55) Operate a national Trafficking in Persons Task Force (TIP Task Force) to do preliminary investigations and prosecute TIP cases, as well as a Task Force on the Protection of Children from Exploitation and Abuse.(22, 56)
Philippine Drug Enforcement Agency (PDEA)	Enforce the Comprehensive Dangerous Drugs Act, Republic Act No. 9165. Maintain a national hotline for reporting cases of children used in illicit activities.(2) Coordinate with DSWD to assist during rescue operations once information is verified through surveillance.(12)

Law enforcement agencies in the Philippines took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In January 2013, the President approved the hiring of 372 more Labor Law Compliance Officers (LLCO), to be added to the existing 237 officers employed by the Department of Labor and Employment's Bureau of Working Conditions (DOLE-BWC).(12, 52) As of March 31, 2014, a total of 337 new officers had been hired.(52) LLCOs were authorized to monitor and enforce the national Labor Code, including child labor laws; however, no officers were dedicated solely to investigations of child labor violations.(12) DOLE regularly includes a child labor component in its training for labor inspectors.(12)

DOLE's National Capital Region office reported nine child labor cases involving 27 minors as a result of rescue operations conducted in seven restaurants and karaoke (KTV) bars, one junkshop, and one laundry shop.(12) The establishments are now facing criminal proceedings.(12) *Sagip Batang Manggagawa* (SBM) teams conducted 11 rescue operations in eight regions that led to the rescue of 37 child laborers. These child laborers were then referred to the Department of Social Welfare and Development (DSWD) for rehabilitation and reintegration.(12)

### ***Criminal Law Enforcement***

During the reporting period, the National Bureau of Investigation (NBI) received 126 suspected human trafficking cases, 40 involving the trafficking of minors. As a result of NBI's rescue operations, 46 minors were removed and assisted.(12) In total, the Government convicted 32 traffickers in 20 cases for violating the anti-trafficking law with 16 of the cases involving the trafficking of minors.(12) Overall, a lack of understanding of trafficking and the anti-trafficking legislation among many judges, prosecutors, social service workers, and law enforcement officials have impeded more successful prosecutions.(57) No prosecutions of police complicit with traffickers have been reported.(20) Many cases of trafficking of minors, particularly for child labor, continue to be undocumented for fear of retaliation from employers.(12, 27)

In 2013, the Philippine Drug Enforcement Agency (PDEA) identified 147 minors involved in illegal drugs as users, pushers, couriers, messengers, and cultivators.(12) PDEA was not able to confirm the total number of drug-related cases involving children, and no children were convicted.(12) No officers were trained on child labor and other related laws, including the use of children in illicit activities, during the year.(12)

In September 2013, the DSWD assisted 537 child victims of child labor, illegal recruitment, and trafficking, of whom 472 were victims of trafficking.(12, 27) In 2013, six cases on the recruitment and use of children in armed conflict were reported to the CWC through the MRRS-GCRVSAC.(12) Minor victims were referred to DSWD. No prosecutions were reported for the recruitment and use of children in armed conflict.(12)

Law enforcement agencies do not have the funding to combat trafficking or the use of children in illicit activities. Also, the limited number of law enforcement agents dedicated expressly to child trafficking and the commercial sexual exploitation of children (CSEC) continued to hinder the government's ability to investigate and prosecute complaints and violations.(12) The PNP noted that child protection at the grassroots level remains weak as many local councils for the protection of children lack the resources to address issues.(12)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Child Labor Committee (NCLC)	Coordinate national efforts to combat child labor under DOLE.(13) Promote information sharing at the national level; this coordinating mechanism has been replicated at the regional and provincial levels.(2) Comprise more than 15 agencies and NGOs.(13)
Inter-Agency Council Against Trafficking (IACAT)	Coordinate, monitor, and oversee ongoing implementation of efforts to combat trafficking in persons, including child trafficking. Co-chaired by the Department of Justice (DOJ) and DSWD, work with other government agencies and two NGOs representing women and children.(2, 12, 22, 56) Currently has 15 anti-trafficking task forces established in eight regions and three major airports.(12)
Interagency Council for the Welfare of Children (CWC)	Operate a monitoring and response system through its Subcommittee on Children Affected by Armed Conflict and Displacement for situations of children engaged in armed conflict, including recruitment and use of child soldiers.(22)
Inter-agency Committee on Children Involved in Armed Conflict (IAC CIAC)	Advocate for protecting children and preventing the involvement of children in armed conflict. Composed of 13 government agencies and chaired by CWC.(12) Work under the direct supervision of the CWC as the lead agency in implementing the CIAC Program Framework, to address the involvement of children in armed conflict.(12)

# Philippines

## SIGNIFICANT ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
24/7 Actionline against Human Trafficking	Under IACAT, receive and immediately respond to requests for assistance and referrals from trafficking victims, their families, and the public.(12) In 2013, received 57 calls assessed as actual cases involving illegal recruitment or trafficking, three of which involved minors.(12)

During the reporting period, the National Child Labor Committee (NCLC) and its subcommittees met several times to plan and develop the NCLC Strategic Plan, 2014–2016.(12) The NCLC also supported the national celebration of World Day Against Child Labor in Manila with DOLE and ILO-IPEC.(58) DOLE also conducted trainings for the NCLC sub-committee members on the use of the Child Labor Knowledge Sharing System (CLKSS), an information technology tool used by child labor program coordinators to serve as an anti-child labor data hub.(12)

In 2013, the Government doubled the Inter-Agency Council Against Trafficking's (IACAT's) operational budget to \$2.35 million.(12) IACAT conducted trainings and seminars on the expanded anti-trafficking law for Department of Justice (DOJ) prosecutors, judges, and other law enforcers in Manila and in selected provinces.(12) The mechanism whereby public prosecutors work directly with the police in developing stronger cases against traffickers continued to be very effective during the year.(12) Government social workers continued to be assigned at international airports to improve victim identification and assistance.(12) Child victims were referred to appropriate services at the Government's centers and facilities or facilities run by NGOs.(12)

During the year, the Interagency Council for the Welfare of Children (CWC), with its partner agencies, conducted orientation workshops on the Protocol on Monitoring, Reporting and Response System for Grave Child Rights Violations in Situations of Armed Conflict (MRRS-GCRVSAC) in seven regions nationwide. Front line workers, including social workers, teachers, police officers, and health workers, participated in the workshops.(12)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Philippines has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Medium-Term Philippine Development Plan (2011-2016)	Specifies government commitments to strengthen mechanisms for monitoring the implementation of child protection laws, to develop strategies to respond to child trafficking and pornography, and to implement an enhanced program for preventing children from being engaged in armed conflict.(2)
Philippine Labor and Employment Plan (PLEP) 2011–2016	Operates within the framework of the Medium Term Philippine Development Plan (MTPDP) and includes the goal of reducing exploitive child labor.(2, 12)
National Strategic Framework for Plan Development for Children, 2000–2025 ("Child 21")*	Sets out broad goals for national government agencies, local governments, and NGOs to achieve improved quality of life for Filipino children by 2025.(13, 56, 59)
Philippine Program Against Child Labor (PPACL) Strategic Framework	Lays out a blueprint for reducing the incidence of child labor by 75 percent.(13, 60, 61) Identifies concrete objectives through the Implementation Plan (2011–2013), such as improving access for children and their families to appropriate services to help prevent incidences of child labor and to reintegrate former child laborers.(13, 62) Includes the Convergence Action Plan (H.E.L.P. M.E.)† (Health, education, livelihood and prevention, protection and prosecution, monitoring, and evaluation), which aims to reduce the worst forms of child labor by 2016 and to remove 893,000 children from hazardous child labor across 15,568 target <i>barangays</i> .(61, 63) Has been allocated \$220 million for implementation over 4 years, from 2013 to 2016.(27, 63, 64) Includes the <i>Batang Malaya</i> Child Labor-Free Philippines Campaign, which institutionalizes the Survey on Children to be regularly conducted by the Government; mainstreams child labor prevention into local development plans; adds child labor elimination as a requirement in conditional cash transfer programs; strengthens the labor inspectorate to monitor child labor; improves enforcement of Republic Act No. 9231; and strengthens the NCLC through a legal mandate, budget, and dedicated secretariat.(65)
National Strategic Action Plan Against Trafficking in Persons (2012–2016)	Contains specific provisions on preventing trafficking of children, including raising awareness and creating local programs to prevent children from being lured by traffickers.(2, 12)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Development Agendas*	Includes reducing and eliminating child labor in the Millennium Development Goals (2000–2015), Education for All National Plan (2004–2015), Basic Education Reform Agenda, and UN Development Assistance Framework.(13, 66–68)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. Social Programs to Address the Worst Forms of Child Labor

In 2013, the Government of the Philippines funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Conditional Cash Transfer Program ( <i>Pantawid Pamilyang Pilipino Program</i> )*†	DSWD and Local Government Unit social assistance and development program that provides conditional grants to impoverished families with children from newborn to age 17 to improve their access to health care, adequate nutrition, and education.(12, 13, 69, 70) In 2013, was expanded to specifically target households of child laborers.(58, 64) Also expanded child eligibility from age 14 to age 17 and added a condition prohibiting hazardous child labor as a program requirement.(58, 64) Provided education grants to 7.37 million children as of September and health grants to 2.13 million children aged 0–5.(12) Budget was increased from \$9.94 million in 2012 to \$10.41 million in 2013; however, funding remains insufficient to fully address the scope of the problem.(12)
Alternative Learning System (ALS) Program*†	Department of Education program that offers non-formal education to out-of-school children, including child laborers, as well as opportunities to attain a certificate of education equivalency.(71) Has limited resources, represents less than 1 percent of the Department of Education's budget, and has only one teacher for every 24 communities, so cannot reach many out-of-school youth.(48, 67)
Social Amelioration Program (SAP)*†	Department of Labor and Employment, National Tripartite Council, and Sugar Industry program that provides a cash bonus to sugar workers and funds social protection, livelihood, and education programs for sugar workers and their families through a tax imposed on refined sugar.(72, 73) The Integrated Services for Migratory Sugar Workers Program (I-SERVE SACADAS) program under the SAP seeks to improve the livelihoods of migrant sugar workers and their families as well as increase income.(13, 73) Includes services such as educational materials and scholarships.(55, 67) Also provides skills training and other capacity-building opportunities to beneficiaries through DOLE's Bureau of Workers and Special Concerns and DOLE regional offices.(12)
DOLE Child Labor Prevention and Elimination Program (CLPEP)*†	DOLE program that implements local awareness-raising campaigns, institutes child labor monitoring mechanisms, and requires <i>barangays</i> to develop child labor elimination plans with short- and long-term objectives.(74) Includes the Campaign for Child-Labor Free <i>Barangays</i> , which seeks to make villages child labor-free through community orientations on child labor and trafficking laws, and government livelihood programs and guidelines.(12, 20, 27) Provides direct services to child laborers and targets children at greatest risk of involvement in child labor. In 2013, had 139 <i>barangays</i> enrolled in the campaign. Also includes the Livelihood for Parents of Child Laborers ( <i>KASAMA</i> ) program, which provides funds to parents of working children for projects such as raising livestock, producing souvenirs, food vending, and other service professions.(55, 67, 74) A third component, Project Angel Tree, redistributes shoes, school bags, toys, and other supplies donated by private sponsors to children at risk of, or engaged in, child labor.(13, 55, 67) Sources indicate that the program's budget is not sufficient compared to the size of the problem.(12)
Recovery and Reintegration Program for Trafficked Persons (RRPTP)*†	DSWD and IACAT program that provides services to victims of trafficking and raises awareness in vulnerable communities. Includes services such as shelters, crisis intervention, awareness campaigns, and residential facilities.(13, 21, 22)
Special Social Services for Children in Armed Conflict*†	DSWD program that provides special services to protect and rehabilitate children after direct or indirect involvement in armed conflict.(75) Includes services such as emergency evacuation and rescue; family reunification; provision of food, clothing, and shelter; and psychosocial rehabilitation.(55)
National Plan of Action for Children (NPAC)	Approved by the Council for the Welfare of Children, is designed to continue and implement Child 21.(56) Connected to the Philippine Development Plan 2011–2016 with three strategic components: policy and legislative agenda, programs and strategies, and governance.(56)

# Philippines

## SIGNIFICANT ADVANCEMENT

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Towards a Child Labor-Free Philippines: Supporting the 'Philippine Program Against Child Labor' in Building on Past Gains and Addressing Challenges	\$4.75 million USDOL-funded, 4-year project implemented by the ILO to withdraw children or prevent them from entering the worst forms of child labor. The project concluded in December 2013, and targeted children engaged in farming, mining, fishing, and domestic work. It withdrew and prevented nearly 10,000 children through providing educational and non-educational services in Quezon, Masbate, Northern Samar, and Bukidnon.(51, 61, 76) Developed the Child Labor Knowledge Sharing System (CLKSS) in collaboration with government agencies and participated in the development of the Convergence Action Plan (H.E.L.P. M.E.).(51, 61)
Philippines ABK3 LEAP – Livelihoods, Education, Advocacy, and Protection to Reduce Child Labor in Sugarcane	\$15 million USDOL-funded, 4-year project implemented by World Vision to reduce child labor in sugar-producing areas in 11 provinces of the Philippines.(77) Seeks to provide education services to 52,000 children engaged in, or at risk of engaging in, the worst forms of child labor, and to provide livelihood assistance to 25,000 households of targeted children. Engages the sugar industry in raising awareness of child labor among sugar workers and their families.(77)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor, improve the evidence base on child labor through data collection and research, and strengthen legal protections and social service delivery for child domestic workers in the Philippines.(78)
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor†	USDOL-funded capacity building project implemented by the ILO in at least 10 countries, to build local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards, improve monitoring and enforcement of laws and policies related to child labor, develop, validate, adopt, and implement a National Action Plan on the elimination of child labor, and enhance the implementation of national and local policies and programs aimed at the reduction and prevention of child labor in the Philippines.(79)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of the Philippines.

During the reporting period, the DSWD conducted several rounds of surveys to evaluate how the conditional cash transfer program impacted its beneficiaries.(12) Initial evaluation findings indicated that, overall, the program is helping to keep poor children in school, by increasing enrollment among young children (3-11 years old) and increasing attendance among 6- to 17-year-olds.(12) A separate evaluation conducted by the Philippine Institute of Development Studies and released in February 2013 showed that the program has led to an increase in school attendance rate of children aged 6–14 by 3.5 percent.(12)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Philippines (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that child labor legislation is enforced effectively by identifying, through inspections, children who are engaged in the worst forms of child labor, including recruitment of children for armed conflict.	2009 – 2010, 2012 – 2013
	Expand training on trafficking and anti-trafficking legislation for judges, prosecutors, social service workers, and law enforcement officers to ensure more successful prosecutions; also conduct training on child labor laws and the worst forms of child labor, including the use of children in illicit activities.	2013
	Prioritize child labor and trafficking cases to provide timely prosecutions and convictions and to ensure that convictions help to deter further violations.	2011 – 2013
	Dedicate law enforcement agents to child trafficking and CSEC issues so they may effectively investigate and prosecute those issues.	2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Conduct research to determine the types of activities carried out by children working in the production of other fruits and vegetables and construction to inform policies and programs.	2013
	Take steps to ensure that all children have access to schools and do not face prohibitive costs for education-related expenses.	2010 – 2013
	Provide necessary resources to help more out-of-school youth access ALS to complete their basic education.	2011 – 2013
	Assess the impact that existing social programs may have on child labor.	2011 – 2013

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*In 2013, the Russian Federation made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the UN CRC Optional Protocol and a UN treaty on protections against the sexual exploitation of children, and strengthened several of its own laws prohibiting child pornography and trafficking. However, children in Russia continue to engage in child labor, including work on the streets and commercial sexual exploitation. Criminal laws on child pornography still do not prohibit possession, and do not protect children ages 14–18. In addition, Russia continues to lack a mechanism to coordinate nationwide efforts to combat the worst forms of child labor, and it has no social programs aimed at this goal.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Russia are engaged in child labor in street work and the worst forms of child labor in commercial sexual exploitation.(1-3) Table 1 provides key indicators on children's work and education in Russia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		97.9

Source for primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis, 2013.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (3, 6, 7)
Industry	Construction, activities unknown* (8)
	Street work, such as collection of bottles or other waste,* washing cars,* and street sweeping* (9, 10)
Services	Working at marketplaces, activities unknown* (10-12)
	Working as dishwashers* (11)
	Begging* (12)
Categorical Worst Forms of Child Labor‡	Used in production of pornography and commercial sexual exploitation, sometimes as a result of human trafficking (2, 3, 7, 10)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Commercial sexual exploitation of children, especially in large cities, remains a concern. The primary victims of commercial sexual exploitation are street children, including those who are homeless and orphaned.(2, 7, 13, 14) Another vulnerable group is migrant children, who frequently end up working in the informal sector as dishwashers and helpers in the markets and in commercial sexual exploitation as a result of human trafficking. Children, both boys and girls, are trafficked internally from rural to urban centers, between regions, and transnationally.(8, 10-12)

# Russia

## MODERATE ADVANCEMENT




Research indicates that many children work in agriculture, construction, and at market places. However, specific activities related to children's work in agriculture, construction, and market places are unknown.

Migrant families face language and cultural barriers that may make it difficult to seek or receive social assistance, especially if they have illegal or irregular status.(2, 3, 11) Illegal migrants are not recognized as potential trafficking victims and are subject to deportation for violation of migration regulations.(12) A recent study from 2013 estimates between 40 and 60 thousand migrant children who did not attend school.(12) Regional authorities often deny school access to unregistered children, including Central Asian immigrant families, Roma, and asylum seekers.(3)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Russia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

On May 7, 2013, the Government ratified two International Conventions: the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse.(11)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 63 of the Labor Code (15)
Minimum Age for Hazardous Work	Yes	18	Article 265 of the Labor Code (15)
List of Hazardous Occupations Prohibited for Children	Yes		Government Decision No. 163; Article 265 of the Labor Code (15-17)
Prohibition of Forced Labor	Yes		Article 37 of the Constitution of the Russian Federation; Article 127.2 of the Criminal Code of the Russian Federation (18, 19)
Prohibition of Child Trafficking	Yes		Article 127.1 of the Criminal Code of the Russian Federation; Federal Law No. 258-FZ (Social Contract) (12, 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 134 of the Criminal Code of the Russian Federation; Articles 240–242.2 of the Criminal Code of the Russian Federation (19)
Prohibition of Using Children in Illicit Activities	Yes		Article 228.1 of the Criminal Code of the Russian Federation (19)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 13 (2) of the Federal Act No. 53-FZ on the Military Conscription and Military Service Act (20)
Minimum Age for Voluntary Military Service	Yes	16	Legislation title unknown (21)
Compulsory Education Age	Yes	15	Law of the Russian Federation No. 3266-1 (22, 23)
Free Public Education	Yes		Law of the Russian Federation No. 3266-1 (22)



In 2013, the Government of Russia amended several provisions in the labor and criminal codes for children's protection from commercial sexual exploitation. The Government adopted Federal Law No. 58-FZ on Changes to Legislation Aimed at Prevention of the Sale of Children, Exploitation, and Child Pornography by defining the terms "sale of children," "exploitation of children," and "victim of sale or exploitation of children." It has been in effect since April 2014.(16) This law amends the Labor Code to ban employment of minors for work that involves the circulation of materials of a sexual nature.(11)

A new provision in Federal Law No. 285-FZ enforces higher fines for legal entities if they create the environment for trafficking and child exploitation, as well as for production and distribution of materials and items with pornographic images of minors.(11, 12) The provision has been in effect since December 2013.(16) The existing criminal laws against making and distributing materials with pornographic images of minors and using a minor for the purpose of making pornographic materials or objects are limited to children under age 14.(19) Research found no evidence of laws or regulations to criminalize the possession of child pornography.(6)

During the reporting period, a new Article, "Obtaining the Sexual Services of a Minor," was introduced to the Criminal Code through Federal Law No. 380-FZ. The Article criminalizes and punishes the act of an adult (defined as 18 and older) obtaining sexual services of a person between 16 and 18 years of age; previously, criminal prohibition of sexual conduct with a minor was limited in application to cases in which the victim is under 16.(11, 19) Federal Law No. 380-FZ has been effective since January 10, 2014.(11)

A new law, Federal Law No. 258-FZ, establishes a mechanism called Social Contract, which provides financial support to low-income Russian citizens to gain employment, training, or other assistance to overcome hardship. The program is accessible to victims of human trafficking.(12, 16) As many child trafficking victims are from other countries, they are ineligible for assistance under this program.

On December 28, 2013, the Government signed Federal Law No. 432-FZ "On Amending Certain Legislative Acts of the Russian Federation to Enhance the Rights of Victims in Criminal Proceedings." The Amendments aim to enhance the rights of crime victims and includes improved protection of minors and for damage compensations to victims of crime.(11)

On July 23, 2013, the President signed a new law, 204-FZ, prohibiting employment of migrants under 18. The objective of this law is to reduce the effect of labor migration on child labor in the informal sector, where labor violations may go unreported.(11, 12) The law went into effect upon publication several days later.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Protection	Enforce labor laws including the enforcement of child labor laws.(2, 6) Coordinate joint inspections with the Public Prosecutor's Office.(11)
Federal Labor and Employment Service (FLES)	Supervise the area of labor, employment, and social protection. Provide employment services and unemployment assistance and services related to migration, as well as social assistance for socially vulnerable citizens, and regulate collective labor disputes.(16) Work under the Ministry of Labor and Social Protection.(16)
The General Prosecutor's Office	Manage the investigation of Trafficking in Persons cases and prosecute associated crimes.(12) Coordinate joint inspections with the Federal Labor and Employment Service.(11) Oversee the enforcement of laws relating to child labor under the Labor Code.(16)
The Office of the Children's Rights Ombudsman	Investigate violations of children's rights, monitor offices dealing with minors, and evaluate legislation affecting children.(1)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
The Ministry of Internal Affairs (MVD)	Enforce criminal laws against forced child labor, trafficking, commercial sexual exploitation, and the use of children in illicit activities.(6) Conduct and provide training to the police about handling of trafficking cases.(12)
Investigative Committee	Investigate cases of slave labor, including that of minors. Act together with MVD.(16)

Law enforcement agencies in Russia took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

The most recent statistic on the number of inspectors from 2012 reveals that the Federal Labor and Employment Service (FLES) has approximately 3,233 inspector positions, including vacant positions. According to FLES, the number of labor inspectors was insufficient to effectively enforce labor laws.(11)

In the first quarter of 2013, FLES conducted 498 inspections, out of which 288 child labor violations were found.(10) In the first quarter of 2013, FLES issued 60 new notices against employers for violating child labor laws that mostly related to failure to conclude contracts, overtime work, and failure to assure that health and safety measurements are met.(10) Eight of such cases were sent to the Public Prosecutors' Office.(10) Research has not indicated the amount of penalties assessed in 2013.

While child labor violations are noted for the formal sector, research has not indicated that inspections were conducted in the informal sector, where child labor violations are most likely to occur. Moreover, the ILO Committee of Experts has encouraged the Government to build the capacity and expand the reach of the labor inspectorate to better monitor work performed by children in the informal sector.(10)

### *Criminal Law Enforcement*

In 2013, the Government established guidelines for placing domain names, URLs, and network addresses containing materials with pornographic images of minors and marketing tools inviting minors to perform as actors in pornographic shows into a register of banned sites.(11) The information on websites with unlawful content is accepted from private persons, government agencies, and local government bodies. After a review, selected websites are entered into the register, which allows for their blocking.(16)

In 2013, the Government provided data on the number of convictions under Articles 242.1 and 242.2 of the Criminal Code related to using a child for pornography. Data revealed 146 persons convicted for crimes against minors under these Articles.(16, 24) The Government registered five offences under Article 127.1 for the first 4 months in 2013.(10) Specific data based on the type of crime and the number of minors victimized under each relevant Article of the Criminal Code was not provided.(25) Based on unofficial sources, in 2012, the most recent period for which data is available, trafficking prosecutions under Article 127.1 represented a total of 21 child victims.(25)

In the past, the Government provided regular training designed to guide government officials in handling trafficking cases. However, there was no referral mechanism to direct officials on how to proactively identify trafficking victims or to refer them to available services.(12, 25) Currently, trafficking cases are assessed by law enforcement on a case-by-case basis, which involves a long process before cases are adjudicated. In 2013, the Government hosted anti-trafficking events, including a conference of research institutions on the prevention of forced labor.(12)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms. In 2013, the Prosecutor's General Office proposed to play a lead role in coordinating interagency anti-trafficking efforts.(12)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Russia has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
National Children's Strategy 2012–2017*	Covers issues such as child protection, accessibility of quality education, equal opportunities for children in need of special care by the State, and a child rights protection system.(2)
Concept of Children's Information Security†	Aims to coordinate legislation within the scope of protecting children against harmful information.(11)
National Anti-Trafficking in Persons Action Plan	Aims to combat human trafficking.(12)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The Government of Russia does not collect national statistics on child labor that would enable the development of relevant policy and programs to combat the problem.(6, 10, 11) The General Prosecutor's Office proposed a draft National Action Plan for Trafficking in Persons 2015–2018 to the Russian Security Council in December 2013; however it has not yet been adopted.(17)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms. However, the Government has a program that may have an impact on the problem.

The Child Support Fund for Children in Difficult Life Circumstances helps to rehabilitate orphaned, disadvantaged, and homeless children through social programs and activities.(6) Children receive assistance through some of the Fund's programs, including mobile crisis centers, psychological centers, and social and physical rehabilitation services.(2) In 2012, the most recent period for which information is available, the Government's allocation to this program was approximately \$21 million.(11) The Fund does not specifically address child labor.

Research did not find complete information about government support for programs related to trafficking in 2013, or the number of child trafficking victims assisted during the reporting period.(2, 6, 25, 26) On April 30, 2013, the IOM opened a two-bedroom shelter in an office building in St. Petersburg to support up to eight identified victims of trafficking.(12) Assistance to trafficking victims is made available on a case-by-case basis; research did not identify the budget for 2013.(12)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Russia (Table 7).

**Table 7. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Criminalize possession of child pornography.	2009 – 2013
	Amend the existing laws prohibiting child pornography to protect all children under 18.	2013
	Ensure that foreign children who are victims of trafficking in Russia receive adequate protection and care.	2013
Enforcement	Gather, report, and make statistics on the investigation and prosecution of child labor violations publically available, including the worst forms of child labor.	2009 – 2013
	Build the capacity and expand the reach of the labor inspectorate to better monitor work performed by children in the informal sector.	2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2013
Government Policies	Adopt and implement the National Action Plan for Anti-Trafficking.	2013

**Table 7. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
	Develop formal procedures at the national level to educate and guide law enforcement officials, labor inspectors, and other professionals on trafficking cases, victim identification, assistance, and referrals.	2011 – 2013
	Set up the process of registration for undocumented families and children to promote children's access to basic education.	2012 – 2013
Social Programs	Collect and publish data on the nature and prevalence of child labor to guide the design of policy and programming.	2009 – 2013
	Implement programs to combat all worst forms of child labor, especially child victims of commercial sexual exploitation.	2010 – 2013
	Assess the impact of the Child Support Fund on addressing the worst forms of child labor.	2009 – 2013
	Fund anti-trafficking efforts that include financing to shelters for victims of human trafficking, including foreign victims of trafficking.	2011 – 2013

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*In 2013, Rwanda made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Rwanda approved its National Policy for the Elimination of Child Labor, its 5-year Action Plan to Combat Child Labor, and its Economic Development and Poverty Reduction Strategy, which includes child labor issues. The Government also participates in and implements several programs to combat the worst forms of child labor. However, children in Rwanda continue to engage in child labor in agriculture and in the worst forms of child labor in domestic service. In 2013, children were recruited, some of them forcibly, by the March 23 Movement (M23) for armed conflict in the Democratic Republic of the Congo. M23 was an armed group based in the Democratic Republic of Congo that the Government of Rwanda supported, but that was disbanded in November 2013. Rwanda has received an assessment of minimal advancement, because the Government's support for M23 undermined other advancements made during the year to eliminate the worst forms of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Rwanda are engaged in child labor in agriculture and in the worst forms of child labor in domestic service. (1, 2) Table 1 provides key indicators on children's work and education in Rwanda.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	16.1 (482,180)
Attending School (%)	5-14 yrs.	79.1
Combining Work and School (%)	7-14 yrs.	17.6
Primary Completion Rate (%)		57.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2010.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of sugarcane,* bananas,* and tea (1, 5, 6)
	Planting and harvesting cabbage,* coffee,* manioc,* peas,* pineapple,* potatoes,* sweet potatoes,* corn,* beans,* sorghum,* pyrethrum,* and rice* (1, 6-9)
	Herding cattle* and caring for sheep,* goats,* pigs,* and chicken* (9, 10)
	Fishing,*† activities unknown (1)
Industry	Construction, activities unknown*† (11)
	Digging pit latrines* (12)
	Making bricks*† (12-15)
	Producing charcoal* (15)
	Mining† coltan* (13, 16, 17)

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service† (1, 11)
	Collecting scrap metal† and vending (11, 18)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (19-22)
	Agricultural labor and domestic service, sometimes as a result of human trafficking (20, 23)
	Recruitment, including by force, for armed conflict and support activities (8, 15, 20, 24-27)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In 2013, the March 23 Movement (M23), which was supported by the Government of Rwanda, recruited—sometimes forcibly—children in Rwanda for armed conflict in the Democratic Republic of the Congo.(11, 14, 15, 20, 28-32) The M23 armed group promised child recruits cash, education opportunities, and jobs with the Rwandan Defense Force before assembling them at transit points, where they were prevented from leaving. Children were then transported to the Democratic Republic of the Congo where they were brought by foot to military training camps.(31) Rwandan children associated with the M23 in the Democratic Republic of the Congo may have been forced to serve as combatants, porters, spies, body guards, domestic servants, and sex slaves.(8, 15, 31) In October, the M23 was defeated by the Congolese National Army and in November, the M23 disbanded. There have been no reports of child recruitment activities in Rwanda or Rwandan support to M23 since November 2013.(11, 33)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Rwanda has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 4 of the Labor Law (34)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Labor Law (34)
List of Hazardous Occupations Prohibited for Children	Yes		Articles 4-6 of Ministerial Order (2010-06); Kigali City Guidelines (2012-02); Mimuri sector child labor guidelines for sugar and rice production (35-37)
Prohibition of Forced Labor	Yes		Articles 8 and 72 of the Labor Law; Article 178 of the Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (34, 38, 39)



**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Article 72 of the Labor Law; Article 28 of the Law on Prevention and Punishment of Gender-Based Violence; Articles 225, 251, 258-261 of the Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (34, 38-40)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 72 of the Labor Law; Articles 190, 211, 260 Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (34, 38, 39)
Prohibition of Using Children in Illicit Activities	Yes		Article 72 of the Labor Law; Article 220 of the Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (34, 38, 39)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Presidential Order 155/01; Presidential Order 72/01; Article 50 of the Law Relating to the Rights and Protection of the Child (39, 41)
Compulsory Education Age	Yes	16	Article 47 of the Law Relating to the Rights and Protection of the Child (39)
Free Public Education	Yes		Article 47 of the Law Relating to the Rights and Protection of the Child; Twelve Years Basic Education (12YBE) policy (39, 42)

\*No conscription or no standing military.

Rwandan law is not completely consistent with international standards regarding child labor. Children working in non-contractual employment do not have the same protections under child labor laws and regulations as children working in contractual employment.(34, 43) In addition, although education is free and compulsory, in practice, the costs of uniforms, school supplies, and unofficial school fees may preclude some families from sending their children to school.(11, 44, 45)

In 2012, the Kigali City Security Council's guidelines on child labor were approved. The guidelines prohibit the employment of children in Kigali City as domestic servants, street beggars, porters, bar attendants, hairdressers, and dancers in clubs. It also prohibits using children to make pornographic productions, to sell drugs, and to replace their parents in paid employment.(36) In addition, the guidelines require local authorities to raise awareness on child labor and calls for a census at the cell administrative level to estimate the prevalence of child domestic workers.(36)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Public Service and Labor (MIFOTRA)	Enforce labor laws, including laws on child labor.(8, 46-48)
Rwandan National Police (RNP)	Enforce criminal laws related to the worst forms of child labor and operate a free hotline to report incidents of gender-based violence and child abuse, including child labor.(8, 49, 50)
Child Protection Unit	Investigate cases of child abuse, including the use of children in commercial sexual exploitation. Located within the Commission for Criminal Investigations of the RNP.(8, 51, 52)
Directorate for Anti-Gender Based Violence	Assist victims of the worst forms of child labor through anti-gender-based violence officers. Located within the RNP, at each of Rwanda's 75 police stations.(11)
Directorate General of Immigration and Emigration	Receive referrals for trafficking cases and employ an anti-trafficking specialist.(50) Verify that children transported across the border are traveling with the permission of their parents or guardians.(8, 53)

Law enforcement agencies in Rwanda took actions to combat child labor, including its worst forms.

# Rwanda

## MINIMAL ADVANCEMENT

### *Labor Law Enforcement*

In 2013, the Ministry of Public Service and Labor (MIFOTRA) employed 30 labor inspectors (one per district) who work with the Rwandan National Police (RNP), under supervision of the district authorities.(11, 46-48) At the national level, MIFOTRA employed two chief labor inspectors, who are supervised by the Directorate General in charge of labor.(11, 46) According to MIFOTRA, one labor inspector per district is not enough to conduct all of the necessary inspections.(54) Inspections may be conducted without prior notice, and labor inspectors may issue warnings, which must be corrected by the offender within 7 days. If the violation is not corrected within 7 days, the labor inspector may ask the authorities to temporarily close the institution under investigation.(46) During the year, the MIFOTRA provided labor inspectors with laptops and funds for Internet service. In addition, half of all labor inspectors received motorcycles and funds for fuel and maintenance.(11) Despite these improvements, the MIFOTRA reports that many labor inspectors still lack transportation to carry out inspections.(50, 54) MIFOTRA also requires an annual report on activities from its labor inspectors and audits the disbursement of labor inspection funds to ensure that it matches appropriations.(11)

The MIFOTRA reviews the performance of its labor inspectors every 6 months and provides them with training twice a year on identifying and investigating child labor violations.(11) During the year, labor inspectors held quarterly district trainings on child labor issues for employers and local authorities.(11, 54) The MIFOTRA's training budget for labor inspectors was \$285,000 in 2013.(11) Law No. 13/2009 permits labor inspectors to enter workplaces only during normal business hours, even though ILO Convention 81, which Rwanda has ratified, notes that inspectors should be able to enter workplaces at all times. This practice may exclude protection for children who work irregular hours.(55) Labor inspection reports do not contain information related to the worst forms of child labor.(56) Data regarding child labor inspections, prosecutions, citations, and penalties are not publicly available.(11, 54)

Labor law enforcement agencies at the district level also took actions to combat child labor during the reporting period. For example, the Rubavu district budgeted 200,000 Rwandan francs (\$294) from 2012 to 2013 to conduct child labor inspections, inspect occupational safety and health at workplaces, and raise awareness among employers of labor laws.(57) Personal performance contracts for district authorities also include targets for reducing child labor and increasing school enrollment.(11)

### *Criminal Law Enforcement*

In 2013, the RNP referred some child domestic servants and children engaged in commercial sexual exploitation to the Isange Center within the Kacyiru Police Hospital for police assistance, legal aid, shelter, medical exams, and counseling. Meanwhile, the RNP opened smaller centers at hospitals in eight other districts.(11) Although the RNP operates a free hotline to report incidences of gender-based violence and child abuse, including child labor, it is unknown how many complaints were related to child labor.(8, 49, 50) Some Ministry of Gender and Family Promotion (MIGEPROF) and RNP employees do not always follow government-approved procedures for screening children and referring them to services, which may impact the quality and timeliness of services provided to them.(11, 53)

Trafficking cases are referred to the RNP and to the Directorate General of Immigration and Emigration.(50) The Directorate General of Immigration and Emigration retains an anti-trafficking specialist, and the RNP operates an anti-trafficking unit staffed with 15 full-time officers.(11, 58) However, RNP officials report that the unit lacks enough officers to address the problem.(8) In addition, evidence suggests that some RNP staff members are not sensitive to the needs of child trafficking victims, and that some children found engaged in commercial sexual exploitation and market vending were detained in transit centers for months.(11) Some officials also lack awareness and training about the laws on internal trafficking.(8, 58) During the reporting period, 17 individuals were investigated for trafficking related crimes, which resulted in 11 prosecutions. It is unknown whether these crimes involved the trafficking of children.(59) There were no convictions for trafficking in 2013.(59)

With support from Interpol, the RNP operates an office at the Kigali International Airport to combat trafficking in persons and plans to open 13 other offices at border crossings. During the reporting period, the RNP trained 112 police officers on transnational trafficking.(11, 59) Rwanda initiated 12 investigations of 19 individuals suspected to be involved in transnational trafficking in 2013, though it is unclear if any of the investigations involved children.(60) Within villages, citizens can report instances of child labor to the RNP or to a local volunteer officer in charge of social affairs. If the officer cannot resolve the problem, it may be referred to the village leader, who may contact the RNP.(50)

The Organic Law Instituting the Penal Code provides penalties for persons who recruit children for armed conflict or do not report such offenses committed against children to the authorities. However, research could not uncover whether investigations or arrests were made under these provisions.(38)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Advisory Committee on Child Labor	Coordinate government efforts related to the worst forms of child labor, review child labor laws, advocate for the inclusion of child labor policies in national development plans, oversee the implementation of child labor interventions, and conduct field visits to assess the prevalence of child labor and to raise awareness of child labor. Meets quarterly and includes representatives from MIFOTRA, the Ministry of Youth, the Ministry of Education (MINEDUC), MIGEPROF, the Ministry of Local Government (MINILOC), the Ministry of Sports and Culture, RNP, the National Human Rights Commission, the Rwanda Demobilization and Reintegration Commission (RDRC), trade unions, the ILO, UNICEF, the Private Sector Federation, and Winrock International.(11, 54, 59)
National Commission for Children (NCC)	Monitor, promote, and advocate for children's rights; develop action plans to protect children from abuse and exploitation. Located under the MIGEPROF and supported by a board of directors and an advisory council of 14 institutions.(11, 61-63)
Inter-Ministerial Committee on Child Rights	Coordinate and assess the progress of the Integrated Child Rights Policy (ICRP) and Strategic Plan in Rwanda. Mandated to meet at least once a year. Includes members from MIGEPROF, the Ministry of Health, MINEDUC, MINILOC, the Ministry of Justice, and the Ministry of Finance and Economic Planning.(8, 11, 41)
National Commission on Orphans and Vulnerable Children	Monitor and protect orphans and vulnerable children in Rwanda. Composed of the NCC, MIFOTRA, MIGEPROF, and UNICEF.(8, 53, 64)
Child Labor Committees	Monitor incidents of child labor nationwide, through 149 local committees.(11, 59) In the case of Gender-Based Violence Committees, operate at the district level. In the case of Child Protection Committees, identify and report cases of child rights violations at the district, sector, and cell levels.(65, 66)
Kigali City Council Task Force	Coordinate activities to combat child labor in the districts of Kicukiro, Gasabo, and Nyarugenge.(16, 66, 67)

In 2013, the National Commission for Children (NCC) employed 19 staff members and coordinated child protection activities on a daily basis. The NCC also continued to employ one child protection officer responsible for child labor issues.(11, 61, 63, 64) Between July 2012 and June 2013, the NCC received 246 complaints involving violations of children's rights, including child labor.(68) During the reporting period, the NCC sent psychologists and social workers to three of Rwanda's 30 districts to address child labor.(59) The NCC had a budget of \$2.4 million for 2014, which included a \$1.5 million earmark to districts to implement child protection programs.(59) However, the NCC lacks coordination structures at the district and sector levels to carry out its responsibilities.(69, 70)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Rwanda has established policies related to child labor, including its worst forms (Table 7).

# Rwanda

## MINIMAL ADVANCEMENT

**Table 7. Policies Related to Child Labor**

Policy	Description
National Policy for the Elimination of Child Labor and 5-year Action Plan to Combat Child Labor†	Aims to prevent at-risk children from entering exploitative child labor; withdraws children engaged in exploitative labor through the provision of education; rehabilitates former child laborers through counseling, life skills training, and medical care; raises community awareness on child labor; and establishes monitoring and evaluation mechanisms on child labor. Government committed over \$4.2 million to implement activities listed in the Policy and Plan.(8, 71-74)
Integrated Child Rights Policy (ICRP) and Strategic Plan (2011– 2016)	Addresses all children's issues, including child labor. Guided by the principles that abuse, exploitation, and violence against children are intolerable and that the Government and caretakers are accountable for the well-being of children.(41, 75) In the case of the ICRP, prohibits child labor, and in the case of the Strategic Plan, provides \$9,000 to MIFOTRA to develop timebound programs to eliminate child labor.(41, 75)
National Policy against Gender-Based Violence (2011– 2016)	Acknowledges that orphans and vulnerable children, including child laborers, are at increased risk of gender-based violence and outlines measures to provide assistance to such groups. Implemented by the Gender-Based Violence Technical Working Committee under the MIGEPROF.(69, 76)
National Employment Policy (2007)	Includes a set of integrated strategies for employment promotion and generation. Provides for youth employment programs, which include child labor issues.(54, 77)
Vision 2020 (2000)*	Aims to transform agriculture into a productive, market-oriented, and high-value sector. Calls for the protection of children and provides educational opportunities to children who drop out of secondary school.(50, 78)
National Social Protection Strategy (2011)*	Defines social protection and outlines social development activities to assist poor households, such as providing vulnerable children with grants and free education.(79)
National Youth Policy (2005)*	Seeks to address concerns facing youth, including economic exploitation and education.(50, 80)
12YBE Policy*	Provides free education for 12 years and aims to improve access to education by hiring new teachers and building schools.(42)
Economic Development and Poverty Reduction Strategy (2013– 2018)†	Describes the social policies and programs necessary to promote growth and reduce poverty. Supports access to education and seeks to eliminate child labor.(81)
National TVET Policy (2008)*	Aims to establish a well-trained and adaptable workforce and provides educational alternatives to children who have dropped out of school.(82)
Girls' Education Strategic Plan (2009– 2013)	Aims to improve access and quality of girls' education to prevent girls from engaging in the worst forms of child labor.(83)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

It is unclear how the Integrated Child Rights Policy (ICRP) and Strategic Plan will complement the National Policy for the Elimination of Child Labor and the 5-year Action Plan to Combat Child Labor. In addition, the lack of clear budget allocations may impede the implementation of the ICRP.(69)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Rwanda funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Rwanda Demobilization and Reintegration Commission (RDRC) Child Rehabilitation Program and Center	RDRC-operated center in the Musanze District of the Northern Province for former child combatants returning from the Democratic Republic of the Congo that raises awareness of child soldier issues and provides a 3-month course to former child soldiers, which includes counseling, education, recreational activities, and vocational training.(11, 15, 41, 58) In 2013, the RDRC assisted 38 former child combatants and reunited them with their families. The third stage of the RDRC Program is planned to help 3,300 child ex-combatants demobilize and reintegrate.(83)
Rwanda Education Alternatives for Children	\$4.5 million USDOL-funded, 4-year project implemented by Winrock International through March 2013 withdrew and prevented 8,575 children from exploitive child labor, primarily in the agricultural sector, by providing educational services, strengthening child labor and education policies, and ensuring the sustainability of these efforts.(10, 84) With support from MIFOTRA, created a Framework of Action to Combat Exploitative Child Labor in Rwanda, which includes strategies to combat child labor in Rwanda.(70, 84)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Rwanda Education Alternatives for Children in Tea-Growing Areas†	\$5 million USDOL-funded, 4-year project implemented by Winrock International targets 4,090 children engaged in or at risk of entering exploitative child labor in Rwanda with a focus on the tea sector and 1,320 vulnerable households for sustainable livelihoods promotion. With support from MIFOTRA, aims to train labor inspectors on child labor issues and develop and eventually operate a mobile-phone child labor monitoring system.(85)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in Rwanda.(86)
Child Labor Awareness Raising‡	MIFOTRA program to raise public awareness of the worst forms of child labor through radio shows, television announcements, and skits. Awareness-raising campaigns are also implemented to combat commercial sexual exploitation.(11)
Counter-Trafficking Program in Rwanda†	Government program, with support from the IOM, to raise awareness of human trafficking, train law enforcement officials and immigration officers to identify cases of human trafficking, and establish victim assistance and referral mechanisms.(87)
Eastern Africa Police Chiefs Cooperation Organization	Government program to combat human trafficking by collaborating with 11 East African countries to foster regional cooperation and build the capacity of East African law enforcement authorities.(88, 89)
Vision 2020 Umurenge Program*‡	Government cash and in-kind transfer program for child-headed households and street children.(8, 79, 90, 91)
Gitagata Center*‡	Government-operated center for former street children in the Bugesera District that provided education support, vocational training, and psychosocial counseling to 135 street children and reunited 69 of them with their families in 2013.(11, 72)
One Cup of Milk per Child Program *	EU-funded school feeding provides milk to children in nursery and primary schools. In 2013, 100 schools benefited from the program and 98,000 children received support.(64, 92, 93)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Rwanda.

Rwanda has implemented programs to combat child labor in agriculture, but continues to lack adequate safeguards against exploitative child labor in other areas such as domestic service.(11) Rwanda also did not take the necessary steps to protect children from recruitment by armed groups in the Democratic Republic of the Congo.(8, 20, 24-27)

In 2012, MIGEPROF announced that it would begin phasing out Rwanda's orphanages and integrating children with families across the country. By the end of 2013, MIGEPROF closed four orphanages.(8, 11, 75, 94, 95) It is too early to determine the impact that the closing of childcare institutions will have on child labor. The Government aims to place all children in families and transform existing orphanages into institutions to support children and families in 2014.(96)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms in Rwanda (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws and regulations apply equally to children working in non-contractual and contractual employment.	2009 – 2013
	Revise Law No. 13/2009 to allow labor inspectors to enter workplaces outside of normal business hours.	2012 – 2013
Enforcement	Ensure that MIFOTRA and RNP have sufficient human and financial resources to enforce child labor laws.	2009 – 2013
	Make information publicly available on inspections, prosecutions, citations, and penalties related to child labor.	2009 – 2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Disaggregate the number of complaints to the RNP hotline that relate to child labor.	2013
	Ensure that MIGEPROF and RNP provide training to staff on government-approved procedures for screening children and referring them to services.	2012 – 2013
	Increase training among enforcement officials on internal child trafficking and the rights of trafficking victims and children engaged in commercial sexual exploitation.	2009 – 2013
	Ensure that Rwandan government officials enforce the law on the recruitment of children for armed conflict.	2012 – 2013
Coordination	Create coordination structures for the NCC at the district and sector levels.	2013
Government Policies	Assess the impact that existing policies may have on addressing the worst forms of child labor.	2011 – 2013
	Allocate funds for the ICRP to ensure its implementation.	2013
Social Programs	Conduct research to determine the activities carried out by children working in construction and fishing to inform policies and programs.	2013
	Develop additional social protection programs to assist child domestic servants.	2009 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2009 – 2013
	Ensure that school costs, such as uniforms, school supplies, and unofficial school fees, do not diminish the impact of the 12-year education policy.	2010 – 2013

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*In 2013, Saint Kitts and Nevis made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continued to fund social programs that target those vulnerable to child labor. However, while the extent of the problem is unknown, children in Saint Kitts and Nevis are reported to engage in the worst forms of child labor in commercial sexual exploitation and drug trafficking. The law does not protect all children ages 16 to 18 from hazardous work, and the Government has not yet adopted a hazardous work list.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Though the extent of the problem is unknown, children in Saint Kitts and Nevis are reported to engage in the worst forms of child labor in commercial sexual exploitation and drug trafficking.(1-5) Table 1 provides key indicators on children's work and education in Saint Kitts and Nevis. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		92.6

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Services	Domestic service* (8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (1, 2)
	Use of children in illegal drug and small arms trafficking* (3-5)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Some reports indicate that mothers or caregivers allow the sexual exploitation of children under their care by men who give them monetary or other benefits in return.(2)

There is no recent data on the number of children who are engaged in economic activities in the country. A National Census was conducted in 2011, and it is expected to contain such information.(9) Research was not able to determine whether the results from this Census have been published.




## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Saint Kitts and Nevis has ratified most key international conventions concerning child labor (Table 3).

# Saint Kitts and Nevis

## MINIMAL ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Employment of Women, Young Persons, and Children Act, 2002 (10)
Minimum Age for Hazardous Work	Yes	16	Employment of Women, Young Persons, and Children Act, 2002 (10)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution (11)
Prohibition of Child Trafficking	Yes		Trafficking in Persons (Prevention) Act, 2008 (12)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Trafficking in Persons (Prevention) Act, 2008; Electronic Crimes Act, 2009 (12, 13)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Defence Force Act, 1997 (14)
Compulsory Education Age	Yes	16	Education Act, 2005 (15)
Free Public Education	Yes		Education Act, 2005 (15)

\*No conscription or no standing military.

The Employment of Women, Young Persons, and Children Act sets the minimum age for hazardous work at 16.(10) This leaves children between the ages of 16 to 18 vulnerable to hazardous work.(9, 16) A comprehensive list of hazardous occupations prohibited to children has not been established.(16-18)

Research found no evidence of laws that prohibit the use, procurement, or offering of a child for the production or trafficking of drugs.(17)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws, in particular through its Department of Labor. Work closely with the Ministry of Social and Community Development, Culture, and Gender Affairs to help refer cases of child abuse.(19)
Royal St. Christopher and Nevis Police Force	Lead criminal investigations, in part through its Special Victims Unit, which was created in conjunction with Child Protective Services. Work closely with the Department of Gender Affairs and Child Welfare Services to assist child victims.(19)



Law enforcement agencies in Saint Kitts and Nevis took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) employed six labor officers who also served as labor inspectors. The labor officers are responsible for investigating all labor violations, including those related to children.(19, 20) During the reporting period, labor officers received training on inspections from the ILO. While the number of labor inspections conducted during the reporting period was deemed sufficient given the scope of the problem, the exact number of inspections is unknown.(19) The MOL did not report any child labor violations.(19)

### *Criminal Law Enforcement*

In 2013, there were no criminal investigations related to child labor conducted by the Police Force, including its Special Victims Unit, as there were no reports of such cases made. While some investigators received training on domestic violence and sexual offences, there was no training on how to investigate the worst forms of child labor during the reporting period.(19)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Advisory Board for the Elimination of Hazardous Child Labor (NABEHCL)	Review, implement, and propose legislation to eradicate hazardous child labor. Chaired by the Labor Commissioner and comprised of the Chief Labor Inspector, the Chief Education Officer, the Crown Counsel, a Child Welfare and Probation Officer, a Gender Officer, a Police Inspector, an ILO Desk Officer, workers' and employers' representatives, and other civil society partners.(19, 20)

In 2013, the National Advisory Board for the Elimination of Hazardous Child Labor (NABEHCL) continued to review labor legislation and worked on drafting a new labor code that would reconcile existing laws and comply with international standards, including ratified ILO conventions. The statutes that deal with child labor, including its worst forms, are under consideration.(19) The new legislation is undergoing review by the ILO, and is slated to come before the National Assembly in 2014. The legislation calls for a Tripartite Plus Board to develop policies on all forms of child labor and to establish a hazardous work list.(19)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Saint Kitts and Nevis has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Education Development Policy (2009-2019)*	Seeks to improve access to education for all children and improve its quality. Implemented by the Ministry of Education as part of the Government's development goals.(21)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Government of Saint Kitts and Nevis continued to consult with the ILO on developing national policies to combat child labor, including its worst forms.(19) In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(22)

# Saint Kitts and Nevis

## MINIMAL ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Saint Kitts and Nevis funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Operation Future‡	Police Force program that prevents children from engaging in drug trafficking and gang violence. Involves at-risk youth in alternative activities, and introduces participants to imprisoned gang members to teach them about the negative effects of criminal and illicit activities.(3, 23)
People Empowerment Program‡	Government initiatives that provide job training and economic opportunities to youth. Launched in 2011 and funded in part by the Sugar Industry Diversification Fund.(24, 25)
Social and educational assistance programs*‡	Ministry of Education, Social, and Community Development program that coordinates with the Ministry of Child Welfare to keep children in school by providing school supplies, uniforms, textbooks, and school meals.(19, 26, 27)
Project Viola*‡	Government assistance program that helps teenage mothers pursue higher education.(20, 26)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Saint Kitts and Nevis.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Saint Kitts and Nevis (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend current laws to increase the minimum age for hazardous employment to 18.	2009 – 2013
	Adopt a comprehensive list of hazardous work prohibited for children.	2009 – 2013
	Draft and adopt legislation to prohibit the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs.	2012 – 2013
Enforcement	Make publicly available the number of labor inspections conducted by the Ministry of Labor.	2013
	Provide training to criminal law investigators on the worst forms of child labor.	2013
Government Policies	Assess the impact that the Education Development Policy may have on child labor.	2013
Social Programs	Publish the results for the 2011 National Census to assess the prevalence of child labor and its worst forms.	2012 – 2013
	Assess the impact that social and educational assistance programs have on child labor.	2010 – 2013

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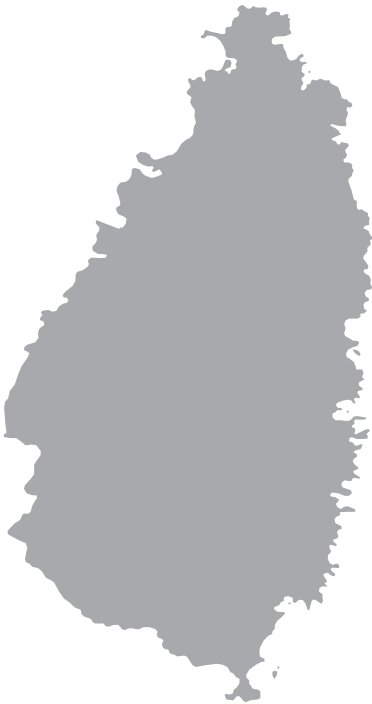
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# Saint Lucia

## MODERATE ADVANCEMENT

*In 2013, Saint Lucia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography. The Government also ratified the Optional Protocol on Armed Conflict and the Palermo Protocol on Trafficking in Persons. In addition, the Government continued to fund education initiatives, including after-school programs, transportation subsidies, and school meals. However, although evidence is limited, children in Saint Lucia are reported to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Saint Lucia also continues to face legislative gaps. The law does not fully protect children from exploitation in pornography and illicit activities, and the Government has not adopted a list of hazardous activities prohibited for children. Further, Saint Lucia has not conducted research to assess the nature and scope of child labor.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although evidence is limited, children in Saint Lucia are reported to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-4) Table 1 provides key indicators on children’s work and education in Saint Lucia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		91.6

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children’s Work Project’s analysis, 2014.(6)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting bananas* (1, 7, 8)
Services	Street vending* (1, 7)
	Washing cars* (1, 7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (3, 4)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Recent reports indicate that children are sometimes engaged in commercial sexual exploitation with the knowledge or encouragement of parents in situations of financial need.(3) Research has found no evidence of a comprehensive study of the nature and prevalence of child labor in Saint Lucia.

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Saint Lucia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

In 2014, the Government of Saint Lucia ratified the UN CRC Optional Protocol on Armed Conflict.(9) Also during the reporting period, the Government ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, as well as the Palermo Protocol on Trafficking in Persons.(10, 11)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labor Code; Labor Code Amendment Act (12, 13)
Minimum Age for Hazardous Work	Yes	18	Employees (Occupational Health and Safety) Act (14)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Labor Code (12, 15)
Prohibition of Child Trafficking	Yes		Counter-Trafficking Act No. 7 (16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code (17)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	Yes	15	Education Act (8, 18)
Free Public Education	Yes		Education Act (18)

\*No conscription or no standing military.

Article 23 of the Occupational Health and Safety Act prohibits the employment of persons under age 18 in industrial undertakings, which may include working with machinery and in extreme temperatures.(1, 14, 19) However, Article 23 states that young persons who have attained the age of 16 but not yet 18 may engage in these activities if they are supervised as part of an apprenticeship or vocational training program.(14) This provision may expose these children to hazardous work. In addition, research found no evidence that the Government has adopted a comprehensive list of hazardous activities prohibited for children that includes non-industrial sectors.(2, 20)

Research found no evidence that Saint Lucia has laws that prohibit the use of children in the production of pornography or that prohibit the use of children in illicit activities, such as drug trafficking.(20, 21)

Saint Lucia does not have a standing military, and the police force is responsible for the security of the country. The minimum age for recruitment to the police force is 18.(7, 22)

Article 16 of the Education Act guarantees free tuition for children attending public institutions. However, other unspecified charges may be applied if approved by the Education Minister.(18)



### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry for Education, Human Resource Development, and Labor (MEHRDL)	Enforce laws on child labor, in part through labor inspections conducted by its Department of Labor.(7, 20, 21)
Royal Saint Lucia Police Force	Enforce criminal laws related to the worst forms of child labor. Contains a Vulnerable Persons Unit that investigates cases of child labor, abuse, and neglect, and works in collaboration with the Division of Human Services.(1, 2, 23) Utilizes a specific manual for the investigation of crimes related to children.(7)

Labor law enforcement agencies in Saint Lucia took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions during the reporting period.(7)

#### *Labor Law Enforcement*

In 2013, Saint Lucia's seven labor inspectors conducted general labor inspections, during which they looked for indications of child labor. While there were no reported child labor violations, the number of inspections carried out is unknown.(7) Moreover, representatives from the Ministry for Education, Human Resource Development, and Labor (MEHRDL) noted that the current number of inspectors is insufficient to carry out their responsibilities and that no specific training on child labor was provided for them.(7)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Ministry of Health, Wellness, Human Services and Gender Relations	Coordinate the investigation of child labor cases in collaboration with the Royal Saint Lucia Police Force using established protocols.(7)
Trafficking in Persons Task Force	Coordinate the detection and referral of cases of trafficking in persons among law enforcement, social service, and immigration officials pursuant to the Counter-Trafficking Act.(7, 16) Currently developing a national plan of action to combat trafficking in persons with the participation of IOM.(7)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Saint Lucia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
ILO Decent Work Country Program for Saint Lucia (2010-2015)	Promotes economic development, poverty reduction, and legislative strengthening in Saint Lucia that is consistent with international labor standards, including those on child labor.(24)

Research did not find evidence of policies that address all worst forms of child labor, including the commercial sexual exploitation of children.

In November 2013, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(25)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Saint Lucia funded programs that may have an impact on child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Ministry of Education programming*‡	Fosters school attendance by providing a book bursary, school meal program, and a transit subsidy program at most secondary schools.(7)
Ministry of Social Transformation, Youth and Sports after school programming*‡	Improves academic performance and maintains school attendance among underprivileged children between the ages of 8 and 16 years by providing after-school activities, including assistance with homework and various recreational activities.(7, 23)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Saint Lucia.

Despite these programs, the Government does not have specific initiatives that target and assist children involved in agriculture, street work, and commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Saint Lucia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Occupational Health and Safety Act to prohibit all involvement in hazardous work for all children under the age of 18.	2013
	Adopt a comprehensive list of hazardous activities prohibited for children, including in non-industrial sectors.	2009 – 2013
	Draft and adopt legislation to prohibit the use, procuring, or offering of a child for the production of pornography or for pornographic performances.	2011 – 2013
	Draft and adopt legislation to prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2011 – 2013
	Amend the Education Act to prohibit any discretionary approval of monetary charges at public schools and assisted private schools.	2013
Enforcement	Ensure that criminal law enforcement agencies conduct investigations of the worst forms of child labor, and make their results publicly available.	2013
	Increase the number of labor inspectors to ensure child labor laws are adequately enforced.	2011 – 2013
	Make information on the number of inspections for child labor and their results publicly available.	2012 – 2013
	Provide child labor and human trafficking training to all relevant authorities.	2012 – 2013
Government Policies	Adopt policies that specifically address the worst forms of child labor, including the commercial sexual exploitation of children.	2010 – 2013
Social Programs	Conduct a comprehensive study to assess the nature and extent of the worst forms of child labor in the country and use the results to inform policies and programs that address these practices.	2009 – 2013
	Determine the impact of educational and after school programs on child labor.	2011 – 2013
	Design and implement social programs that specifically target and assist children engaged in the worst forms of child labor, including in agriculture and commercial sexual exploitation.	2013

# Saint Lucia

## MODERATE ADVANCEMENT

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*In 2013, Saint Vincent and the Grenadines made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government made limited enforcements efforts, which included incorporating information on trafficking in persons into the training for new police recruits and developing guides for officials to help identify victims of trafficking. The Government also continued to implement social programs that target children that may be vulnerable to child labor. However, although the country does not appear to have a widespread child labor problem, some children are engaged in domestic service and agriculture. Gaps remain in the legal framework. The minimum age for hazardous work falls below international standards, and although the use of children for the trafficking of drugs is prohibited, there is no law to prohibit the use of children in the production of drugs.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Saint Vincent and the Grenadines are engaged child labor in domestic service and agriculture.(1, 2) Table 1 provides key indicators on children's work and education in Saint Vincent and the Grenadines. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		98.9

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivation of marijuana* (1, 5, 6)
Services	Domestic service* (2, 7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (6, 8) Used in the trade of marijuana* (1, 5)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182

Limited evidence suggests that children are involved the cultivation of marijuana.(1) There have also been reports of adults exploiting children in Saint Vincent and the Grenadines through commercial sexual exploitation.(6, 8) However, the Government has acknowledged that due to the lack of data on the prevalence of child labor, especially the sexual exploitation of children, the full extent of the problem is unknown.(9)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR







Saint Vincent and the Grenadines has ratified all key international conventions concerning child labor (Table 3).



# Saint Vincent and the Grenadines

## MINIMAL ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Employment of Women, Young Persons, and Children Act (10)
Minimum Age for Hazardous Work	Yes	14	Employment of Women, Young Persons, and Children Act (10)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution (11)
Prohibition of Child Trafficking	Yes		Prevention of Trafficking in Persons Act (12, 13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Prevention of Trafficking in Persons Act (12, 13)
Prohibition of Using Children in Illicit Activities	Yes		Prevention of Trafficking in Persons Act (12, 13)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	19	Police Act (14, 15)
Compulsory Education Age	Yes	16	Education Act (16)
Free Public Education	Yes		Education Act (16)

\*No conscription or no standing military.

The minimum age for hazardous work is 14. There are no regulations defining or prohibiting hazardous occupations or conditions for children under the age of 18 beyond prohibitions against working at night and in any industrial undertaking.(2, 9, 17) The Prevention of Trafficking in Persons Act prohibits the use of a child in the trafficking of illicit goods, but not the use of children in the production of illicit drugs.(9, 12, 13)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce child labor laws and refer victims to appropriate social services.(2)
Royal Police Force	Make criminal arrests, including those involving the worst forms of child labor and human trafficking; specifically address human trafficking through an anti-trafficking unit; refer victims to appropriate social services.(2)

Law enforcement agencies in Saint Vincent and the Grenadines took actions to combat child labor, including its worst forms.



## *Labor Law Enforcement*

In 2013, the Ministry of Labor employed four inspectors who conducted 50 inspections, an increase from 14 in 2012.(2) As there were no complaints of child labor violations, there were no inspections conducted specifically targeting child labor. The budget for the Ministry of Labor for 2013 is not publicly available, but a Ministry official indicated that the amount is adequate.(2) Labor inspectors did not receive training on child labor and its worst forms in 2013.(2)

## *Criminal Law Enforcement*

In 2013, the Government incorporated information on trafficking in persons into the training for new police recruits and developed guides for officials to help identify victims of trafficking. The anti-trafficking in persons unit within the Royal Police Force conducted training seminars on child labor and forced labor for 8,000 students and 500 teachers, and also held similar seminars for members of Government and civil society.(2)

The number of police investigators responsible for enforcing criminal laws on the worst forms of child labor is not available. There were no investigations or prosecutions involving the worst forms of child labor in 2013, and thus no citations issued or children removed from child labor as a result of investigations.(2)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established a mechanism to coordinate its efforts to address child labor, including its worst forms. However, the Government has another mechanism that may have an impact on child labor (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Task Force against Trafficking in Persons	Develop a national plan to address trafficking, coordinate the collection of data amongst government agencies, establish policies to enable government agencies to work with nongovernmental organizations to prevent trafficking and assist victims, and coordinate and provide training for all relevant government officials and authority figures; chaired by the Prime Minister (2, 12, 18)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Research found no evidence of any policies to address child labor, including its worst forms.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Research found no evidence of programs to specifically address child labor in domestic service, commercial sexual exploitation, or illicit activities. However, the Government has funded other programs that may have an impact on child labor (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
Community Capacity Building Program and Village Integrated Development Program*‡	Designed to reduce poverty in rural areas.(2)
Supplementary Feeding Program*‡	Provides free meals to preschool and primary school students from low-income families.(2, 19)
Education Sector Development Plan*‡	Aims to increase access to and improve quality of education for all.(20)
Book Loan Program*‡	Subsidizes textbooks for children from low-income families.(7, 21)
Street Children Rehabilitation Program*‡	Returns children living on the street or at risk of living on the street to schools and trains and assists families of these children.(7, 21)
Children Against Poverty Program*‡	Holds annual 2-week program to address gaps in the schooling system and break the cycle of intergenerational poverty.(5, 7, 21)
Crisis Center Shelter*‡	Maintains short-term shelter that may also be used to house trafficking victims, including children.(2, 8)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Saint Vincent and the Grenadines.

# Saint Vincent and the Grenadines

## MINIMAL ADVANCEMENT

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Saint Vincent and the Grenadines (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Employment of Women, Young Persons, and Children Act to make 18 the minimum age for hazardous work.	2009 – 2013
	Develop a list of hazardous occupations and working conditions prohibited for children under age 18.	2009 – 2013
	Draft and adopt legislation to prohibit procuring or offering a child for the production of illicit drugs.	2011 – 2013
Enforcement	Provide training to inspectors on child labor and its worst forms.	2011 – 2013
Coordination	Establish a coordinating mechanism to combat all worst forms of child labor.	2009 – 2013
Government Policies	Develop a national plan of action to address the worst forms of child labor, particularly for children engaged in commercial sexual exploitation and in illicit activities.	2009 – 2013
Social Programs	Assess the impact that existing programs may have on addressing the worst forms of child labor.	2009 – 2013
	Conduct a national child labor study to assess whether evidence of the worst forms of child labor is indicative of a small or hidden problem that requires further action.	2009 – 2013

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*In 2013, Samoa made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted the Labor and Employment Relations Act, which raised the minimum age for hazardous work to 18. It also replaced the criminal code with a new law that strengthened protections against the sexual exploitation of children, and criminalized forced labor. In addition, an international donor-supported Government program to provide free public education was extended through the secondary grades.*

*Children in Samoa are engaged in street vending; and although evidence is limited and the extent of the problem*

*is unknown, children also engage in child labor in agriculture. However, the Government lacks a coordinating mechanism to combat child labor. There remains no definition of light work and no minimum age for this activity, which does not conform to international standards.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Samoa are engaged in child labor in street vending. Although data are limited and the extent of the problem is unknown, children also engage in child labor in agriculture. The Government did not collect information on exploitative child labor in 2013.(1) Research suggests that the last official study on child labor was conducted in 2005.(2) The lack of official data and other information does not allow for an accurate assessment of the full nature and extent of the worst forms of child labor in Samoa.

Table 1 provides key indicators on children's work and education in Samoa. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		102.4

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Planting, harvesting, gathering coconuts,* other unspecified fruit,* and unspecified nuts* (5-7)
	Tending domestic animals* (5, 8)
Services	Domestic service* (5, 6, 8)
	Street vending (1, 5-9)
	Garbage scavenging* (10)

\* Evidence of this activity is limited and/or extent of the problem is unknown.

Traditional Samoan culture includes the practice of *aiga*, under which a village elder (*matai*) may compel others to perform work in service to the family or the community.(7) Limited evidence indicates that in some villages it is

# Samoa




## MODERATE ADVANCEMENT

common to require children to work on village farms.(5, 7) Research did not identify the nature of this work, nor whether children perform it willingly. Children at the age of primary-schooling have been observed selling goods and food during school hours and into the night.(1, 9) Child street vendors work in Apia, Samoa's capital, and a few other locations, including the international airport.(1, 8)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Samoa has ratified some key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work		15	Labor and Employment Relations Act (1, 11)
Minimum Age for Hazardous Work		18	Labor and Employment Relations Act (1, 11)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution of the Independent State of Western Samoa, Labor and Employment Relations Act, Crimes Act (1, 12)
Prohibition of Child Trafficking	Yes		Crimes Act (1, 13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Crimes Act (1, 13)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age		15	Education Act 2009 (14)
Free Public Education	No		

\* No conscription or no standing military

In 2013, the Government replaced two major pieces of legislation that govern employment and define crime and punishment in Samoa.(1) In each case, the new law strengthens protections against child labor, including its worst forms. The new Labor and Employment Relations Act (LERA) raises the minimum age for hazardous work from 15 to 18. Children under 18 are prohibited from working at any job or worksite that is or is likely to be physically or morally “injurious,” and are forbidden to operate dangerous machinery.(11, 15) The Government has not yet codified a list of activities defined as “injurious” and therefore prohibited to children, but sources indicate it was finalizing the draft during the reporting period.(1, 16) The LERA only applies to work in a place of employment, which may leave some working children—such as street vendors—vulnerable to the worst forms of child labor.(11) There remains no minimum age nor definition for light work, which the ILO has noted as inconsistent with international standards.(17)

The Crimes Ordinance (1961) was repealed and replaced with the Crimes Act.<sup>(1)</sup> The new law specifies that the forced labor or sexual exploitation of a person under 18 is punishable by a 14-year prison sentence.<sup>(13)</sup> The previous law did not criminalize forced labor.<sup>(16, 18)</sup> Trafficking in persons into or out of Samoa is now a criminal offense, and in the case of a conviction, a victim under 18 is to be considered as an aggravating factor when determining punishment.<sup>(13)</sup> However, the law does not cover trafficking within Samoa.

Under the new Crimes Act, 7 years imprisonment may be imposed on a person who publishes, distributes, or exhibits indecent material featuring a child; this improves upon the Crimes Ordinance, which did not have a specific penalty for child pornography.<sup>(13, 18)</sup> The Crimes Act also criminalizes the procurement of a girl for sexual intercourse, though it has no similar provision for boys. The maximum prison term for a person found guilty of profiting from the prostitution of another person was raised from 3 to 10 years.<sup>(13, 18)</sup> Research found no evidence of laws against the use of children in illicit activities such as drug trafficking.

The Education Act stipulates that a child under age 15 cannot be involved in work of any kind at any time during which this work would interfere with the child's school attendance, participation in school activities, or educational development.<sup>(14)</sup> While free public education through the secondary level is being implemented through an international donor-funded Government program, this right is not enshrined in law.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Commerce, Industry, and Labor (MCIL)	Investigate potential labor law violations in response to complaints, including those relevant to child labor. Refer cases to the Samoan Ministry of Police (SMP) and the Attorney General for enforcement. Assigned 11 inspectors to carry out inspections in 2013. <sup>(1)</sup>
Ministry of Women, Community, and Social Development	Assist MCIL investigations when called upon. <sup>(1)</sup>
Ministry of Education	Assist MCIL investigations when called upon. <sup>(1)</sup>
Samoan Ministry of Police (SMP)	Enforce criminal laws with respect to the worst forms of child labor. <sup>(1)</sup>
Office of the Attorney General	Prosecute criminal cases of the worst forms of child labor. <sup>(1)</sup>

Research found no evidence that law enforcement agencies in Samoa took actions to combat child labor, including its worst forms, during the reporting period. No child labor complaints were registered with the MCIL, and no child labor cases or trafficking cases were investigated or prosecuted.<sup>(1)</sup> Research found no evidence of other relevant data, such as the number of criminal investigators charged with child labor law enforcement, training for law enforcement, or the funding level of the relevant agencies.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence of a mechanism to coordinate government efforts to address child labor, including all its worst forms. The Samoa Interpol and Transnational Crime Unit monitors transnational crimes, including human trafficking.<sup>(19)</sup> Member agencies include the SMP, Samoa Immigration, Prime Minister's Office, Central Bank of Samoa, Ministry of Foreign Affairs and Trade, Customs Services, Attorney General's Office, and Ministry of Finance.<sup>(1, 19)</sup>



### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government has established policies related to child labor, including its worst forms (Table 7).

**Table 6. Policies Related to Child Labor**

Policy	Description
National Policy for Children of Samoa, 2010–2015	Aim to address the needs of disadvantaged children, to provide child protection, and to combat poverty. The Government has stated that the policy covers issues relevant to the protection of child street vendors.(17)
Strategy for the Development of Samoa, 2012–2016*	Seek to improve the quality of life for all Samoans through economic growth, social policies, improved infrastructure, and environmental protection. Access to education and training at all levels is targeted as a key outcome.(20) As part of the strategy, the Government has committed to developing a Medium Term Expenditure Framework to ensure that education access programs currently funded by international donors are sustained.(20)

\*The impact of this policy on child labor does not appear to have been studied.

Research could not determine the status of the Medium Term Expenditure Framework, nor identify any other policy efforts during the reporting period.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Samoa participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
Samoa School Fee Grant Scheme (SSFGS)*	Government program that provides free education to all primary school children enrolled in government schools and mission (church-run) schools. Approximately 99 percent of Samoan primary school students are enrolled in schools covered by the SSFGS Program, while remainder enrolled in private schools.(1) Aims to make school enrollment and attendance affordable to parents who are otherwise unable to pay school fees.(21) During the reporting period, program was extended to offer free education at the secondary level for students in government schools, and reduced fees for secondary level students in mission schools.(1)
Education Sector Program II*	Creates a more equitable and effective education system by improving curriculum, learning materials, the national assessment system, teacher training, and educational facilities.(22, 23) Program II implemented with help from the Asian Development Bank, and the Governments of Australia and New Zealand. Will run through December 2014.(1, 22, 23)

\*The impact of this program on child labor does not appear to have been studied.

Research has not uncovered evidence of any government programs specifically intended to address child labor in agriculture and street vending.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Samoa (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Complete and adopt a list of hazardous occupations for children.	2011 – 2013
	Ensure protections for working children who do not have a place of employment, such as street vendors.	2013
	Establish a minimum age for light work, to conform to international standards.	2013
	Provide complete protection against domestic human trafficking.	2011 – 2013
	Amend the Crimes Act 2013 to criminalize the procurement of boys for sexual intercourse.	2013
	Ensure that primary education is free by law.	2010 – 2013

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect, and make publicly accessible, data on the number of criminal investigators charged with child labor law enforcement; training for law enforcement; and funding related to the worst forms of child labor.	2013
Coordination	Establish coordinating mechanisms to combat child labor, including in all of its worst forms.	2009 – 2013
Government Policies	Establish policies to specifically address child labor in street vending and agriculture.	2009 – 2013
	Assess the impact that the Strategy for Development of Samoa 2012–2016 may have on addressing child labor.	2012 – 2013
Social Programs	Conduct comprehensive research to better understand the extent and nature of the dangers contributing to the worst forms of child labor in sectors such as agriculture and street vending.	2010 – 2013
	Develop and implement programs to protect children from engaging in street vending.	2009 – 2013

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# São Tomé and Príncipe

## MINIMAL ADVANCEMENT

*In 2013, São Tomé and Príncipe made a minimal advancement in efforts to eliminate the worst forms of child labor. Government agencies developed a list of hazardous activities along with a plan of action to raise awareness on the worst forms of child labor; however the plan is still under review. Children in São Tomé and Príncipe are engaged in child labor in domestic service and street work. The Government continued to fund social programs for families with vulnerable children, but current government programs do not target all sectors in which child labor occurs.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in São Tomé and Príncipe engage in child labor in domestic service and in street work.(1-8) Table 1 provides key indicators on children's work and education in São Tomé and Príncipe.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	15.4 (6,218)
Attending School (%)	5-14 yrs.	68.8
Combining Work and School (%)	7-14 yrs.	13.7
Primary Completion Rate (%)		104.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Cluster Survey 2, 2000.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (8)
	Fishing,* activities unknown (1, 8)
Industry	Carpentry, woodworking (1, 2, 8)
Services	Domestic service (1-8)
	Street work, including begging (1-3, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

On the island of São Tomé, some children who work in domestic service are as part of a *Mina Quia*, the cultural practice of sending a child to work in another family's home. Limited evidence suggests that many children who work in a *Mina Quia* are victims of sexual abuse and domestic violence.(8) However, many children still attend school while in a *Mina Quia*.(8)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

São Tomé and Príncipe has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Law on Individual Labor Contracts; Law 6/92 (8, 12)
Minimum Age for Hazardous Work	Yes	18	Law on Individual Labor Contracts, Law 6/92 (8, 12)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Penal Code (3, 13-15)
Prohibition of Child Trafficking	Yes		Penal Code (15)
Prohibition of Commercial Sexual Exploitation of Children	No		Penal Code (15)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (15)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	17	Constitution (16, 17)
Compulsory Education Age	Yes	15	Basic Education System Law (6, 7)
Free Public Education	Yes		Constitution; Basic Education System Law (8, 13)

\* No conscription or no standing military.

The Government does not have a hazardous list of occupations; however, during 2012–2013, a government team developed a list of hazardous activities along with a plan of action to raise awareness on the worst forms of child labor. The Government is reviewing this proposed list and continues to work towards final approval.(18)

The Penal Code does not protect children ages 14 to 18 from commercial sexual exploitation.(11, 16, 19) It does prohibit a person from engaging in a sexual act with a child younger than 14 as well as directing a child younger than 14 to engage in a sexual act.(14) The Penal Code also explicitly penalizes engaging in or facilitating sexual acts with a child under 14 for profit or gain.(14)

While the compulsory education age in São Tomé and Príncipe is 15 years old, limited evidence suggests that some schools do not provide education through grade six.(11) Children who stop attending school before reaching the minimum age for employment are especially vulnerable to the worst forms of child labor, as they are not in school but may not legally work either.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

# São Tomé and Príncipe

## MINIMAL ADVANCEMENT

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Health and Social Affairs' Department of Labor Inspection (MSSA)	Enforce labor laws, including those regarding child labor; members are from other government agencies, including immigration officials, the police, tax administration officials, social workers, and members of the social security administration.(1, 5-7) Department of Labor Inspection receives complaints about regarding the worst forms of child labor.(5)
Ministry of Justice and Public Administration Affairs	Enforce criminal laws related to the worst forms of child labor.(6, 7)
Immigration, Police, Tax Administration, Social Work, Social Security, and others	Address child labor issues in ad hoc inspections teams from listed agencies.(18)

In 2013, research could not determine whether law enforcement agencies in São Tomé and Príncipe took actions to combat child labor, including its worst forms.

Limited evidence suggests that coordination between the Department of Labor Inspection and other agencies is a significant challenge in São Tomé and Príncipe; however, there is a referral system for children to the Department of Social Services within the Ministry of Health and Social Affairs (MSSA).(18)

### ***Labor Law Enforcement***

The Department of Labor Inspection forms ad hoc teams for labor exploitation cases. The teams include 15 labor inspectors who work throughout the country.(18, 20) During the reporting period, no inspections were carried out involving child labor, and no complaints of child labor were received.(18)

In 2013, the Ministry of Justice and Public Administration Reforms received a budget of \$15.3 million; however, it is unknown how much of the budget was allocated for investigations.(18) The MSSA lacks basic equipment for conducting inspections and daily operations; it is housed in a single office, has outdated and malfunctioning computers, and does not have a vehicle.(5, 7)

### ***Criminal Law Enforcement***

No cases of child labor were found during the reporting period, therefore no penalties or citations were issued.(18)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Directorate of Social Protection and Solidarity	Carry out support programs for families to ensure children attend school and administer the Deprived Mothers program ( <i>Mães Carenciadas</i> ). Currently working on a draft of worst forms of child labor list.(8)

As of 2012 the Government was working to form a tripartite committee to combat child labor; however, it is unknown if this committee has been formed. In 2013, the Government organized workshops and seminars to raise awareness and coordinated efforts to advance a list of the worst forms of child labor.(21) A delegation from São Tomé and Príncipe led by the Minister of Health and Social Affairs and representatives from the Chamber of Commerce, labor unions, and NGOs participated in the third Global Conference on Child Labor in Brazil.(18)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of São Tomé and Príncipe has established policies related to child labor, including its worst forms (Table 7).



**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan and List of Worst Forms of Child Labor (TIP)	Includes a regulatory framework with public policies aimed at the eradication of child labor. Created from São Tomé and Príncipe 's South-South partnership with Brazil and the United States. (22) The National Action Plan and List of Worst Forms of Child Labor are currently awaiting approval and have not yet been implemented.(21)
Community of Portuguese-Speaking countries (PALOP)	São Tomé and Príncipe and other members of the Community of Portuguese-speaking countries have approved four target areas in which they will focus their efforts to combat child labor: the exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data, and technical cooperation and training.(23-25)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of São Tomé and Príncipe funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Centers that provide shelter, education, and skills training*‡	Government-run centers with land, buildings, social work staff, and school stipends for approximately 250 at-risk children, including street children and orphans.(5-7, 26)
Disadvantaged Mothers Program ( <i>Mães Carenciadas</i> )*‡	Government program that provides microcredit loans to families in need. Also offers subsidies for children of mothers who are heads of household to attend school up until 15 years of age, the compulsory age for basic education in São Tomé and Príncipe.(8)
XIV Government Program ( <i>Programa do XIV Governo</i> )*	Government program that seeks to provide more training and educational opportunities, improve the quality of education, provide infrastructure for education and provide technical and professional training, all in basic and secondary education.(8)
Education for All Program*‡	Government program includes comprehensive data collection to better understand the current state of education in the country, teacher training, and a campaign to sensitize parents to the importance of education.(27)
Program for low-income families*‡	Program funded by UNICEF and the Governments of São Tomé and Príncipe to help poor mothers and help low-income families keep their children in school.(28)
Registry to document undocumented minors‡	Ministry of Justice and State Reform and UNICEF campaign to create a registry to document undocumented minors, allowing further inspection by the General Inspection of Labor in cases of child labor.(8)
Media campaign	Government media campaign against child labor, which continued throughout the reporting period.(3)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of São Tomé and Príncipe

The Government does not have programs that specifically target children domestic service and street work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in São Tomé and Príncipe (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Approve the draft list of hazardous occupations in which children younger than age 18 are prohibited from working.	2009 – 2013
	Amend the law to protect all children younger than age 18 from commercial sexual exploitation, including prostitution and pornography.	2009 – 2013
Enforcement	Address the resource needs of the MSSA to effectively conduct inspections and enforce child labor laws.	2009 – 2013
Coordination	Establish the tripartite committee to combat child labor to coordinate government efforts to combat the worst forms of child labor.	2010 – 2013

# São Tomé and Príncipe

## MINIMAL ADVANCEMENT

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Government Policies	Adopt the National Action Plan and List of Worst Forms of Child Labor to address the worst forms of child labor, particularly for children working in agriculture, domestic service, and commercial sexual exploitation.	2009 – 2013
Social Programs	Assess the impact of existing education programs and programs for low-income families on child labor.	2011 – 2013
	Ensure all children have access to schools.	2010 – 2013
	Conduct research to determine the activities carried out by children in agriculture, to inform policies and programs.	2013
	Develop new and expand existing programs to reach more children in the worst forms of child labor, particularly those in domestic service and street work.	2009 – 2013

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*In 2013, Senegal made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved the National Strategy on Child Protection and the National Strategy for Economic and Social Development (2013–2017), launched a new conditional cash transfer program that requires beneficiaries to keep their children in school, and began establishing regional branches of the Ministry of Labor to raise awareness of child labor policies and address child labor issues at the local level. However, children in Senegal continue to engage in child labor in agriculture and in the worst forms of child labor in forced begging. Senegal's laws do not fully protect children from child labor. In addition, enforcement agencies lack adequate resources to effectively carry out their work. Furthermore, redundancy among government agencies and interagency bodies tasked with combating child labor impedes effective coordination and implementation of efforts.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Senegal are engaged in child labor in agriculture and in the worst forms of child labor in forced begging. (1-4) Table 1 provides key indicators on children's work and education in Senegal.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	14.9 (510,420)
Attending School (%)	5-14 yrs.	53.6
Combining Work and School (%)	7-14 yrs.	8.3
Primary Completion Rate (%)		60.5

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2010–2011.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding cattle* (2, 3)
	Fishing,* activities unknown (1-3, 7)
	Production of millet,* corn,* and peanuts* (2)
Industry	Gold mining, salt mining,* and work in rock quarries* (2, 3, 8-11)
Services	Domestic service (1-3, 8, 10, 12)
	Street vending (4, 7, 13)
Categorical Worst Forms of Child Labor‡	Domestic service as a result of human trafficking (1-3, 8, 10, 12)
	Commercial sexual exploitation as a result of human trafficking (1, 10, 14)
	Forced labor in begging, sometimes as a result of human trafficking (2, 3, 8, 10, 15-19)
	Forced labor in garbage collection† (2, 19, 20)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Senegal

## MODERATE ADVANCEMENT

In Senegal, it is traditional practice to send boys to Koranic teachers called *marabouts* to receive education, which may include vocational training and apprenticeship. Some *marabouts* force their students, called *talibés*, to beg on the streets for money and food, then to surrender their earnings.(2, 8, 15-17, 21) *Marabouts* who force their *talibés* to beg typically set a daily quota that *talibés* must meet or otherwise face beatings.(15, 16, 21) Some *talibés* who fail to meet quotas are forced to spend the night on the street.(16) There are tens of thousands of *talibés*, mostly under age 12, estimated to be in situations of forced begging. These boys often live in overcrowded, unsanitary conditions; receive inadequate food and medical care; and are vulnerable to sexual exploitation.(16) The problem of forced begging appears to be increasing in Senegal. A 2013 census of *daaras* (Koranic schools) in the Dakar Region found that almost 30,000 of the nearly 55,000 *talibés* in the area are forced to beg.(22, 23)

In the Casamance Region, *talibés* working in the fields are exposed to leftover landmines from a 29-year conflict in the region.(24) *Talibés* typically come from rural areas within Senegal and from neighboring countries, sometimes as a result of human trafficking.(8, 16, 25, 26)




Some girls reportedly leave school after being sexually harassed by school staff or as a result of early pregnancy.(2) Access to education is also limited by the availability of schools and the use of volunteer and temporary teachers who are often absent.(27, 28)

In 2013, the Government collected data on child labor in the mining region of Kedougou.(3)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Senegal has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article L. 145 of the Labor Code (13)
Minimum Age for Hazardous Work	Yes	18	Arrêtes ministériels n° 3750 and 3751 (29, 30)
List of Hazardous Occupations Prohibited for Children	Yes		Arrêtes ministériels n° 3749, 3750, and 3751 (29-31)
Prohibition of Forced Labor	Yes		Arrête ministériel n° 3749 (31)
Prohibition of Child Trafficking	Yes		Loi n° 2005-06 (32)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Arrête ministériel n° 3749 ; Penal Code (31, 33)
Prohibition of Using Children in Illicit Activities	Yes		Arrête ministériel n°3751 (3, 30, 34)
Minimum Age for Compulsory Military Recruitment	Yes	20	Article 70 of the Constitution (35, 36)
Minimum Age for Voluntary Military Service	Yes	18	Loi n° 2008-28 (35-37)
Compulsory Education Age	Yes	16	Loi n° 2004-2037 (25, 38)
Free Public Education	Yes		Constitution (39)

Section L.145 of the Labor Code grants the Minister of Labor authority to waive the minimum age for work based on local needs.(13) An exception within *Arrêtés ministériels n° 3750* and *3751* allows boys under age 16 to work in underground mines and quarries if they are doing “light work,” such as sorting and loading ore, handling and hauling trucks within specified weight limits, or handling ventilation equipment.(3, 13, 17, 25, 29, 30, 40) However, allowing children under age 18 to perform any work in underground mines and quarries is inconsistent with ILO C. 138.(41, 42) While the use of children for drug trafficking is prohibited, it is unclear whether prohibitions exist on the use of children in the production of illegal drugs.(3, 34)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws through the Labor Inspections Office and the use of social security inspectors. Child Labor Unit responsible for maintaining a database of child labor violations and for monitoring and evaluating child labor activities.(3, 20, 25, 43, 44) Labor inspectors responsible for enforcement in the formal sector, which covers state-owned corporations, private enterprises, and cooperatives.(20, 26)
Local Tribunals	Adjudicate child labor trials.(20)
Ministry of Justice	Enforce laws on child trafficking, begging, commercial sexual exploitation, and the use of children for illicit activities.(3, 25, 45)
Children's Unit of the Senegalese Police	Specialize in child protection.(1)
Police Vice Squad	Combat the commercial sexual exploitation of adults and children, particularly related to tourism, by patrolling tourist areas, including beaches, hotels, bars, nightclubs, and massage parlors.(1)
Local Police and Gendarmes	Intervene in cases in which children face physical abuse in forced labor situations, and report cases involving children to the Children's Unit.(1, 25)

Law enforcement agencies in Senegal took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) began establishing regional branches to raise awareness of child labor policies and address child labor issues at the local level. Labor inspectors receive training on child labor issues, which ILO officials have indicated is adequate.(3) If an incident of child labor is found during an inspection, the inspector informs the business owner that the child should be removed from work. If the child is not removed within the specified timeframe, the case is turned over to a local tribunal for adjudication.(20) Since this process does not penalize violators for their first offense, it may not deter employers from exploiting children in the workplace. The Child Labor Unit has no full-time staff. MOL staff, whose primary responsibilities pertain to other units, work part-time for the Child Labor Unit.(3, 43, 44) Research did not identify any information on the number of inspectors, inspections conducted, or amount of funding for labor law enforcement.

#### *Criminal Law Enforcement*

With few exceptions, *daaras* are not subject to government regulation or inspection.(16) In 2013, in response to a fire in a *daara* that killed nine *talibés* who were locked in by a *marabout*, the President of Senegal promised that the Government would create a plan to regulate *daaras* better in order to stop the exploitation of children.(46) Research did not identify whether the Government had begun to do so. Criminal laws related to child labor are rarely enforced in practice, especially those against forced begging.(3, 18, 25, 45) The territorial jurisdiction of the Children's Unit is limited to Dakar, and the office employs only two agents.(1, 3, 25) Although other police stations in Senegal are expected to report cases involving children to the Unit, research found no evidence that this occurs regularly.(1) No information was found on the number of investigators employed, cases investigated, citations issued, or prosecutions made.



### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Interagency Committee Against Child Labor	Coordinate initiatives to address child labor, including the National Action Plan on the Prevention and Abolition of Child Labor in Senegal; chaired by MOL and comprising employers' organizations, 20 government ministries, religious leaders, international agencies, and governors from various regions.(25, 44, 45, 47, 48)
Inter-ministerial Commission	Coordinate implementation of the National Strategy on Child Protection and its related action plan.(3)
MOL's National Committee Against Child Labor	Eliminate child labor through legislation, policy, and collaboration with civil society and other partners; led by the Minister of Labor, with members including the Minister of Family, the Minister of Justice, and the Minister of Finance.(25, 48)
National Task Force Against Trafficking in Persons, in Particular Women and Children	Report on human trafficking in Senegal and coordinate the implementation of the National Action Plan on Combating Trafficking in Persons and other efforts to combat the problem.(10, 49)

In 2013, the National Task Force Against Trafficking in Persons' budget was increased from \$20,000 to \$100,000. (23) No information was available on the funding of other child labor-related coordinating bodies. Redundancy between the four coordinating bodies creates confusion and hinders effective collaboration and implementation of efforts.(1, 16) The National Committee Against Child Labor was inactive during 2013.(48)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Senegal has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan on the Prevention and Abolishment of Child Labor in Senegal	Aims to improve and enforce the legal framework on child labor, prevent the worst forms of child labor and child labor by increasing the supply of educational and training opportunities, and build institutional capacity by establishing regional and departmental branches to coordinate local efforts; budget is approximately \$2.7 million.(3, 50-52)
National Strategy on Child Protection†	Addresses child protection through a national body to coordinate social policy on child protection efforts; includes an action plan with a recommended budget of \$18 million.(3, 45, 47, 53)
National Action Plan to Combat Trafficking in Human Beings	Includes goals of enhancing the legal framework to prevent human trafficking, effectively implementing laws, providing effective protection and care for victims, and strengthening social and educational initiatives for vulnerable children.(1, 34, 47, 49)
Ten-Year Education and Training Program*	Aims to provide quality, universal, primary education to all children by 2015.(25, 47)
National Social Protection Strategy*	Classifies children as a specific vulnerable group and includes provisions for their protection against harmful practices, exploitation, and violence.(25, 47, 54)
National Strategy for Economic and Social Development†	Includes goals such as promoting youth employment and entrepreneurship, increasing access to social services such as education and health services, and improving the quality of education.(27)
Child Begging Action Plan†	Aims to combat child begging.(3)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In 2013, the Government launched the National Strategy on Child Protection and the National Strategy for Economic and Social Development (2013–2017).(3, 27, 45, 47, 53) Limited capacity, leadership, and funding constrain the Government's efforts to implement policies such as those listed in Table 7. A lack of coordination among the relevant agencies also hinders implementation.(3)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Senegal funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Project to Fight Against Trafficking and the Worst Forms of Child Labor†	Government program that aims to enhance government capacity to design and implement local initiatives to address child trafficking and other worst forms of child labor, particularly forced begging, forced labor of girls, and commercial sexual exploitation. Technical monitoring committees at the local level, composed of public and private stakeholders overseeing implementation of the project. As a result of the program, some departmental governments have developed individual action plans to address child labor.(1, 25, 47)
Daara Mapping Project†‡	Project that falls under the National Action Plan to Combat Trafficking in Human Beings. Implemented by the National Task Force Against Trafficking in Persons; involves assessments of the daaras of Dakar, including the number of daaras, where they operate, the type of education given in each, as well as the number of children in daaras who are forced to beg, their place of origin, and who enrolled them.(10)
Modern Daaras‡*	Government-built schools that provide students with Koranic instruction, as well as courses in reading, writing, and mathematics.(18, 45)
Conditional Cash Transfers†‡	Government program that requires beneficiaries to keep their children in school; total budget for this program was approximately \$10 million in 2013.(3)
ILO Action Programs*	Program aiming to combat child labor in the gold mining region of Kedougou and in the informal urban economy in Saint Louis.(3)
Interagency Program for Improving the Situation of At-Risk Children in Senegal	ILO/UNICEF-funded program that provides services to directly benefit victims of the worst forms of child labor in the Thiès region. Services include the purchase of school equipment, placement in training programs, assistance with school enrollment, provision of health and counseling services, and the development of income-generating activities for families. Provides awareness-raising, information, and training on relevant ILO conventions and includes pilot system for observing and monitoring child labor in the rural community of Ngoudiane.(51, 55, 56)
Basic Education Program*	USAID-funded program to improve the quality of and access to education, and ensuring that talibés receive basic education.(57)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity-building support for all ECOWAS states.(58, 59)
Prevention and Elimination of Child Labor in West Africa	Government of Spain-funded, 5-year, \$5.4 million program in four countries in West Africa that aims to contribute to the progressive elimination of child labor and the prevention and immediate elimination of the worst forms of child labor through a systemic and sustainable response by the public and private sectors and civil society.(56)
Ginndi Center†	Government-run shelter that serves abused and vulnerable children, including runaway talibés, street children, and child trafficking victims; provides shelter, food, education, vocational training, family mediation, and medical and psychological care; and operates a toll-free child protection hotline through which the public can report child labor abuses.(1, 2, 8, 16, 18, 25, 49, 60)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Senegal.

Given the rising number of *talibés* in forced begging, current government programs are not adequate to combat the problem effectively. Additionally, existing programs do not target commercial sexual exploitation, domestic service, or agriculture, nor are existing programs on child labor in the gold mining district of Kedougou sufficient to address the problem fully.(16, 47, 51)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Senegal (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Labor Code so that the only exceptions to the minimum age for employment are consistent with international standards; specifically, those set out by ILO C. 138.	2011 – 2013
	Amend the law to prohibit all children under age 18 from engaging in any work in underground mines and quarries.	2009 – 2013
	Ensure laws fully protect children from work in illicit activities.	2011 – 2013
Enforcement	Penalize labor law violators on their first offense to create a stronger disincentive for illegally employing children.	2010 – 2013
	Assess the sufficiency of resources provided to authorities tasked with enforcing child labor laws, particularly the Child Labor Unit of the MOL.	2010 – 2013
	Ensure that all laws related to the worst forms of child labor are adequately and evenly enforced, including those against forced begging.	2010 – 2013
	Make data on child labor law enforcement publicly available.	2013
	Expand the jurisdiction and capacity of the Children's Unit of the Senegalese police force or implement systems to connect local police forces and the Unit to better track and combat child labor.	2010 – 2013
Coordination	Ensure the effectiveness of coordinating mechanisms on child labor by—	
	■ Eliminating redundancy and defining distinct scopes of responsibility.	2010 – 2013
	■ Providing adequate funding and resources to relevant bodies.	2011 – 2013
Government Policies	Reactivating the National Committee Against Child Labor.	2013
	Allocate funds to and establish clear lead agencies and coordinating processes for all government policies to ensure that they are implemented properly.	2012 – 2013
	Assess the impact that existing policies may have on child labor.	2013
Social Programs	Develop new programs and expand existing programs to combat the worst forms of child labor by—	
	■ Opening more shelters and service centers for abused and vulnerable children, including talibés, street children, and child trafficking victims.	2010 – 2013
	■ Establishing more extensive programming to address the most pressing forms of child labor, including forced begging, commercial sexual exploitation, agriculture, and mining.	2010 – 2013
	Assist families to ensure all children may attend school, including by—	
	■ Expanding programs to address issues that serve as a barrier to girls' education, such as sexual harassment in schools and early pregnancy.	2011 – 2013
	■ Increasing the number of school facilities and replacing voluntary or temporary teachers with permanent paid staff.	
	Assess the impact that existing programs may have on child labor.	2013

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# Serbia

## MINIMAL ADVANCEMENT

*In 2013, Serbia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Anti-Trafficking Coordinator, in a partnership with several NGOs, created anti-trafficking teams in seven locations to raise awareness of trafficking, create prevention programs, and assist in victim identification. However, children in Serbia, particularly Roma children, continue to engage in the worst forms of child labor, including forced begging and commercial sexual exploitation. In addition, the National Assembly did not adopt the 2013–2018 national strategy to guide the government’s work in preventing and protecting children from child pornography and trafficking. Serbia’s laws also fail to protect children fully from the worst forms of child labor. Serbia does not specifically prohibit the use, procurement, or offering of a child for the production and trafficking of drugs. In addition, the Government does not have a list of hazardous occupations prohibited for children, and there is a general lack of coordination among government agencies to address the worst forms of child labor.*



### I. Prevalence and Sectoral Distribution of Child Labor

Children in Serbia are engaged in the worst forms of child labor, including forced begging and commercial sexual exploitation.(1-5) Table 1 provides key indicators on children’s work and education in Serbia.

**Table 1. Statistics on Children’s Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.0 (54,045)
Attending School (%)	5-14 yrs.	92.5
Combining Work and School (%)	7-14 yrs.	6.7
Primary Completion Rate (%)		93.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(6)

Source for all other data: Understanding Children’s Work Project’s analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.(7)

Based on a review of available information, Table 2 provides an overview of children’s work by sector and activity.

**Table 2. Overview of Children’s Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (8)
Industry	Manufacturing, activities unknown (9) Construction, activities unknown (9) Mining and quarrying (9)
Services	Street work, such as washing cars,* collecting scrap material,* working as street vendors,* and begging (4, 10-12) Wholesale and retail trade (9) Repairing motor vehicles (9) Working in food service, information and communication, and transportation and storage (9)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, begging, and petty crimes as a result of human trafficking (3, 5, 13, 14)
	Forced begging* (13)
	Used for forced theft* (13)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C.182.

While some data exists on children's work, information is not complete enough to determine the extent to which children under age 18 work and their specific activities.







Children most vulnerable to exploitation for labor and commercial sexual exploitation include children from the Roma population, poor rural communities, foster care, low-income families, and those with special needs.(4) Victims of trafficking for commercial sexual exploitation, including children, are mostly trafficked internally.(5)

Economic hardship, ethnic discrimination, and cultural norms, particularly for girls, often discourage minority groups, especially Roma children, from attending school.(10) This makes them more vulnerable to the worst forms of child labor.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Serbia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 66 of the Constitution of the Republic of Serbia (15)
Minimum Age for Hazardous Work	Yes	18	Article 66 of the Constitution of the Republic of Serbia (15)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 26 of the Constitution of the Republic of Serbia (15)
Prohibition of Child Trafficking	Yes		Article 350 of the Criminal Code of the Republic of Serbia (16); Article 26 of the Constitution of the Republic of Serbia (15); The Law on the Protection Program for Participants in Criminal Proceedings of 2006 (17); Article 58 of the Law on Foreigners (18); The Law on Social Welfare (19); The Law on Temporary and Permanent Residence (5)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 183–185 of the Criminal Code of the Republic of Serbia (16)
Prohibition of Using Children in Illicit Activities	No		

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 25, Law on Military, Labor and Material Obligation (20)
Minimum Age for Voluntary Military Service	Yes	18	Article 39 of the Law on the Army (21-23)
Compulsory Education Age	Yes	15	Article 71 of the Constitution of the Republic of Serbia(15); Article 9 and 98 of the Law on the Foundations of the Education System (24)
Free Public Education	Yes		Article 71 of the Constitution of the Republic of Serbia (15); Article 91 of the Law on the Foundations of the Education System (24)

The Government of Serbia has not established a list of hazardous activities and occupations prohibited to children.(25)

The Criminal Code applies different penalties to those who use children to make pornography-based on the age of the child.(16, 26) When this crime involves children under age 14, the penalties range from 1 to 8 years in prison; penalties for using minors, defined as individuals older than age 14 and younger than age 18, to make pornographic materials range from 6 months to 5 years.(26) This minimum penalty of 6 months for using minors to create pornography may be an insufficient deterrent for such a serious crime.

Article 247 of the Criminal Code prohibits giving drugs to minors for their own use or for another's use.(16) However, the Criminal Code does not prohibit specifically the use, procurement, or offering of children under age 18 for the production and trafficking of drugs and other illicit activities.(3, 17)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Ministry of Labor, Employment and Social Policy's Labor Inspectorate	Enforce labor laws and conduct inspections, including those related to child labor.(10)
The Ministry of Interior	Enforce laws prohibiting commercial sexual exploitation and trafficking through the Organized Crime Police Force and the Border Police Force.(25) Oversee the General Police Directorate, which consists of 27 local police directorates, with some having dedicated trafficking units comprising police, prosecutors, social workers, health workers, and local NGOs.(5, 27)
The State Prosecutor's Office	Lead investigations on trafficking cases and exchange information on human trafficking through a network of prosecutors and two NGOs.(27) Provide financial support to the Center for Human Trafficking Victims' Protection by collecting fees from defendants in minor criminal cases.(28)
The Center for Human Trafficking Victims' Protection, Ministry of Labor, Employment and Social Policy	Identify and rescue child trafficking victims and children at risk of being trafficked, conduct needs assessments, and refer victims to social services.(12, 28) Includes the Agency for Coordination of Protection of Trafficking Victims and the Urgent Reception Center for Trafficking Victims.(28) Maintain a database of its beneficiaries and of the services provided to them, and participate in research projects that relate to trafficking.(28)
Parliamentary Committee on Children	Review all draft legislation in terms of children's rights to ensure legislation is aligned with international norms and standards. Monitor the implementation of the child-related provisions of all laws pertaining to children.(4, 12) Report to the UN CRC.(4)
Deputy Ombudsman for Children's Rights, Office of the Protector of Citizens	Monitor and conduct research on the situation of children's rights in Serbia, including producing reports on child begging, promote legal prohibition of corporal punishment and inclusive education of children, and manage the drafting of a comprehensive law on children's rights for Parliamentary approval.(22, 25, 29)

During the reporting period, the Center for Human Trafficking Victims' Protection was not able to establish its emergency shelter for victims of human trafficking because the shelter's potential physical location was the subject of litigation.(9) However, the Government offered a new location for the emergency shelter known as the Urgent Reception Center. NGOs raised concerns that the Center for Human Trafficking Victims' Protection lacked

procedures for assisting child trafficking victims.(28) Criminal law enforcement agencies in Serbia took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

In 2013, 250 inspectors in the Serbian Labor Inspectorate were authorized to inspect the formal sector, including for child labor violations.(13) If inspectors discovered unregistered businesses, they might have penalized them for not being registered.(25) The Inspectorate conducted approximately 30,000 labor inspections. The Ministry of Labor, Employment and Social Policy reports no child labor violations.(25) Research indicates that the Government reported no data on children under age 15 working in the formal sector, including in agriculture.

According to the reports of the Confederation of Autonomous Trade Unions of Serbia, the Labor Inspectorate is sometimes denied the right to enter a workspace to conduct inspections in new private enterprises.(30) Additionally, there has been a decline in the number of inspections in agriculture. Inspectors generally lacked specialized training and the necessary equipment, such as computers and vehicles, to facilitate adequate enforcement of the labor laws prohibiting child labor.(8, 12, 13)

### ***Criminal Law Enforcement***

In 2013, the Government identified 76 victims of human trafficking, 30 of whom were under age 18, and 16 individuals who were at risk of being trafficked.(9, 28) Approximately half of the underage children were trafficked for sexual exploitation, while the remainder of the children were trafficked for labor or forced marriage.(13, 14)

The Government charged 63 individuals for committing crimes such as trafficking for sexual exploitation, criminal activity, begging, forced marriage, and commercial sexual exploitation.(28)

Children found in forced begging are often penalized for petty offenses instead of being treated as victims of trafficking.(1)

The Anti-Trafficking Coordinator participated in numerous conferences, workshops, and international meetings that addressed different aspects of human trafficking and victim protection, including in a regional seminar, “Capacity Building for Combating Human Trafficking for the Purpose of Labor Exploitation,” where he presented the country’s mechanism for fighting against trafficking for labor exploitation.(28)

During the reporting period, the Government, along with NGOs and international organizations, continued to train various government officials on how to recognize, investigate, and prosecute trafficking, as well as how to assist victims properly.(4, 19, 28)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

Although the Government of Serbia has established mechanisms to coordinate anti-trafficking efforts, research found no evidence of a coordinating mechanism to combat child labor, including its worst forms (Table 6). While the Council for Children’s Rights exists to coordinate children’s issues across the Government, it does not include the coordination of all child labor issues.

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Council for Combating Trafficking in Human Beings (Council)	Set government policies on anti-trafficking. Includes the Ministers from the Ministries of Interior; Finance; Labor; Employment and Social Policy; Health; Justice; and Education. Chaired by the Minister of Interior.(27)
Anti-Trafficking Coordinator	Implement the policies of the Council and coordinate day-to-day anti-trafficking efforts among various government agencies; cooperates with local NGOs. Appointed by the Minister of Interior.(28)

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Serbia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Strategy for Improvement of the Status of Roma in the Republic of Serbia*	Aims to improve the status of Roma in housing, education, employment, and health, as well as to include representatives of Roma communities in the process of policy implementation. Resulted from signing the Declaration of the Decade of Roma Inclusion (2005–2015) in 2005.(31)
Strategy for Combating Trafficking in Human Beings 2006 and the National Plan of Action to Combat Trafficking in Human Beings (2009–2011)	Aims to address the problem of trafficking in human beings in the areas of institutional framework, prevention, assistance, protection, and re-integration of victims; international cooperation; and monitoring and evaluation of mechanisms to combat human trafficking. Currently active until new Strategy is adopted.(27)
Special Protocol on the Treatment of Trafficking Victims by Judicial Authorities	Aims to provide judicial officials with clear guidance to facilitate adequate treatment of trafficking victims.(32)
National Plan of Action for Children and General Protocol on Child Protection from Abuse and Neglect (2005–2015)*	Establishes policies to protect children from abuse, neglect, exploitation, and violence. Associated protocols include the General Protocol on Child Protection from Abuse and Neglect (2005–2015); the Special Protocol on Behavior of Law Enforcement Officers in Protecting Juvenile Persons from Abuse and Neglect; and the Special Protocol on Protection of Children Accommodated in Social Care Institutions.(22, 26)

\*The impact of this policy on child labor does not appear to have been studied.

During the reporting period, the Government developed several policies that need to be either finalized or adopted. The Government completed a draft of the new National Strategy for Preventing and Combating Trafficking in Persons for 2014–2020 (National Strategy) and its accompanying Action Plan for 2014–2015 (Action Plan), but they have not yet been adopted by the National Assembly.(27, 28) Instead of developing two separate strategies, the new National Strategy and Action Plan on Trafficking will incorporate policy positions from the previously proposed National Strategy to Prevent and Protect Children from Trafficking and Exploitation for Pornography and Prostitution (2012–2016).(9)

Although the Government adopted the Decade of Roma Inclusion, Roma families continued to be forcibly evicted from their homes or settlements for redevelopment projects without receiving alternative housing, leaving some Roma families homeless.(33–36) This situation increases the vulnerability of children in such families to involvement in the worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Serbia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
The Child Allowance Program*‡	Government cash benefits program for poor families, conditional on school enrollment for children age 7 or older. Provides a regular allowance of \$30 and \$39 to single parents with children.(22, 37, 38)
Assistance to Roma Children in Education*‡	Ministry of Education program to encourage Roma children to attend school regularly and to provide training to help them learn the Serbian language to better integrate into the school environment.(17)
Programs under Social Security Law*‡	Program that provides a range of social services, including assistance to trafficking victims.(5) Includes 140 social centers to maintain 24-hour duty shifts in order to protect children from abuse and neglect.(9)
Anti-trafficking efforts‡	\$155,000 project funded by the Government, European Union, and Germany to assist the Anti-Trafficking Coordinator and several NGOs in creating anti-trafficking teams in seven locations to raise awareness of trafficking, create prevention programs, and assist in identifying victims of trafficking.(13, 28) Anticipates extending its activities to 10 additional cities over the next 2 years, with funding of \$180,000 provided by external actors.(13) Additional efforts include a government program that provides maintenance of an anti-trafficking Web site and publicizing Serbia's anti-trafficking hotline.(4, 19) Government program that grants foreign and domestic trafficking victims free access to social and medical care, and provides them with witness and victim protection services.(5, 13, 19, 28, 39)
Shelters for victims of trafficking	Government-run shelter for trafficking victims. In 2013, organized a workshop, providing its own educational and training materials to local NGOs and the police to inform them about the Center for Social Work's role in victim protection and to share information on how to conduct planning sessions with victims of trafficking.(28)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Serbia.

Although the Government of Serbia funded and participated in several social programs, these programs do not directly address the social inclusion of Roma children, the problems of forced begging, or the issue of children working on the street.

Individuals at risk of statelessness, including Roma parents and their children, lacked required documentation, such as birth registration, which restricts their access to basic social services like health and education.(10, 31) Complicated administrative procedures, language barriers, and prejudice against minorities, including Roma communities, discourage minorities from initiating the registration process and accessing social services. While a technical working group exists to streamline complex registration procedures for undocumented Roma, including the registration of children whose parents are not registered, training is still needed for the judges, registrars, and social workers to implement the revised procedures properly.(10, 40) This inability to access social services increases vulnerability of Roma children to the worst forms of child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Serbia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact a list of hazardous activities and occupations prohibited to children.	2009 – 2013
	Amend the Criminal Code to stipulate a minimum punishment for the use of children over age 14 in the production of pornographic materials to be no less than the minimum penalty for children under age 14.	2011 – 2013
	Enact a law that prohibits the use, procuring, or offering of a minor under age 18 for the production and trafficking of drugs and for other illicit activities.	2009 – 2013
Enforcement	Publish data on the number of children, including children under age 15, who are found working.	2013
	Enforce the law stipulating that children found in forced begging should be treated as victims of human trafficking.	2013
	Provide inspectors with the necessary training, tools, and equipment to conduct thorough investigations on child labor-related laws.	2010 – 2013
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2013
Government Policies	Adopt the National Strategy for Preventing and Combating Trafficking in Persons covering 2014–2020 and implement its Action Plan.	2013
	Implement commitments of the Decade of Roma Inclusion by providing for basic needs, such as adequate housing for Roma families that face evictions.	2011 – 2013
	Assess the impact that existing social policies may have on addressing the worst forms of child labor, including forced begging.	2013
Social Programs	Conduct research and publish data that measure the prevalence of working children by age and industry to inform policy and program design.	2013
	Conduct research on the impact existing education programs may have on addressing the worst forms of child labor, especially for Roma children.	2010 – 2013
	Implement programs that address directly the social inclusion of Roma children, problems of forced begging, and the issue of children working on the street.	2013
	Improve the methods of educating and guiding families in need about the requirements for proper registration and documentation in order to receive social assistance and ensure that the revised registration procedures are implemented efficiently and properly.	2011 – 2013
	Fund and support the Urgent Reception Center to protect child victims of human trafficking.	2013



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*In 2013, Seychelles made a minimal advancement in efforts to eliminate the worst forms of child labor. The Attorney General's office has established a committee to bring Seychelles' national laws into harmony with ILO Convention 182 on the worst forms of child labor. The Government engaged in awareness-raising programs focused on the commercial sexual exploitation of children. It also continued implementing the Juvenile Project of Child Rehabilitation, which provides services for vulnerable children, targeting school drop-outs and victims of the worst forms of child labor. However, though evidence of other worst forms of child labor is limited, children in Seychelles continue to engage in the worst forms of child labor in commercial sexual exploitation. The Government has not established a minimum age for all hazardous work nor has it developed a comprehensive list of hazardous work activities prohibited for children. The Government has not taken sufficient action to identify victims of child trafficking nor to protect children from commercial sexual exploitation associated with tourism.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Seychelles are engaged in the worst forms of child labor in commercial sexual exploitation.(1-10) However, information about other worst forms of child labor is limited. Table 1 provides key indicators on children's work and education in Seychelles. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		104.5

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(11)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking* (1, 2, 7-10, 13)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children in Seychelles, predominantly girls, are induced into commercial sexual exploitation by peers, family members, and pimps.(2, 8, 9) Foreign tourists and migrant workers are believed to contribute to the demand for commercial sex in Seychelles.(8, 9) Seychellois children are exploited in commercial sex in nightclubs, bars, guest houses, hotels, brothels, and on the street.(8) According to NGOs, drug addicts under age 18 are among those at risk of entering commercial sexual exploitation.(2, 8, 9)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Seychelles has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Constitution (14)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution, Penal Code (14, 15)
Prohibition of Child Trafficking	Yes		Prohibition of Trafficking in Persons (16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (15)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	16	Constitution (14)
Free Public Education	Yes		Constitution (14)

\* No conscription or no standing military.

Article 31(b) of the Constitution of the Republic of Seychelles stipulates that the minimum age for dangerous, harmful, and unhealthy work should be higher than the minimum age for work of 15 years, though it does not specify an age.(14) Article 22(4) of Seychelles' Conditions of Employment Regulations allows children ages 15 to 17 to work in the restaurant, tourism, or entertainment industries and at night with the written approval of a "competent officer," though a definition for "competent officer" is not provided in the legislation.(18)

Seychelles' laws do not protect boys from being procured or offered for prostitution.(4, 15) Further, the law does not prohibit the use of children of either sex, for example, by a client, for commercial sexual exploitation.(19, 20)

Research did not uncover whether Seychelles has established laws to protect children from involvement in illicit activities, including drug trafficking.

The Attorney General's office has established a committee to bring Seychelles' national laws into harmony with ILO Convention 182 on the worst forms of child labor; the committee is working on draft legislation.(19, 20) Legal revisions are expected to set the minimum age for hazardous work at 18 and develop a list of hazardous occupations prohibited for children.(19, 21)

In Seychelles, there is no conscription into military services. Children under 18 may be voluntarily recruited with parental consent, but no minimum age appears to be specified in the law.(17)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms.

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Human Resources	Enforce child labor laws.(8, 22)
Seychelles' Police	Enforce criminal laws related to the worst forms of child labor.(23)

Research found no evidence that law enforcement agencies in Seychelles took actions to combat child labor.

#### *Labor Law Enforcement*

In 2013, the Ministry of Employment and Human Resources employed six labor inspectors.(24) However, the number and results of labor inspections conducted last year are unknown. During 2013, Ministry of Labor inspectors conducted regular checks to monitor school attendance and manage truancy.(10)

#### *Criminal Law Enforcement*

In 2013, according to reports, the Government did not take legal action against those who exploited children for commercial sex.(9)

Research did not find evidence that the Government collects or makes publicly available data on the number of investigations and prosecutions related to commercial sexual exploitation and trafficking of children.(2, 9, 22)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address the commercial sexual exploitation of children (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Anti-Trafficking Committee (NATC)	Coordinate counter trafficking in persons efforts. Composed of representatives from the police force, the Attorney General's Office, and the Ministries of Social Development, Foreign Affairs, and Home Affairs.(9)
Department of Social Development (DSD) Task Forces	Under the Ministry of Social Development and Culture, lead the implementation of policies against child prostitution.(2) Has established 25 district task forces to address social problems, including child prostitution, at the local level. Composed of social workers, police, community nurses, youth workers, school counselors, NGOs, and other civil society groups.(25)

In 2013, not all DSD task forces remained active.(23)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Seychelles has established policies related to the commercial sexual exploitation of children (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Social Renaissance Plan of Action (2012-16)	Establishes a 5-year roadmap in the areas of education, health, employment, human resource development, social affairs, community development, and security.(5) Includes provisions to decrease violations of children's rights, bolster child protection, and enhance services to victims of commercial sexual exploitation, including child victims.(5) Implemented and monitored by Ministries of Home Affairs; Health; Community Development; and Education, Employment and Human Resources, among other agencies.(2)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Action Plan on Trafficking in Persons†	Drafted and developed by NATC in 2013. Went into effect in April 2014.(13)
Social Security Benefits*	Increased funding in 2013 budget for social security benefits to better support vulnerable groups. Enhanced benefits to orphans and other at-risk children and youth.(2, 22)
National Action Plan on Early Childhood Care and Education 2013-2014†	Launched by the Government in 2013 as the first step in implementing Seychelles' Early Childhood Care and Education Framework.(8) Lays out steps to provide a comprehensive, integrated system for early childhood services.(8)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Seychelles funded programs that include the goal of eliminating or preventing the commercial sexual exploitation of children (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Commercial Sexual Exploitation of Children awareness raising‡	Government program that implements awareness-raising activities aimed at youth. Focuses on the dangers of commercial sexual exploitation of children.(9)
Juvenile Project of Child Rehabilitation‡	Joint effort of the Ministry of Education and the Department of Social Development to serve vulnerable children, including school dropouts. Provides a package of services, including education and psychological care. Target population may include children who are victims of the worst forms of child labor.(19)
Transportation subsidy*‡	Government-funded program that subsidizes bus fares to school for students in need who live more than three kilometers from school buildings.(26)
National Early Childhood Care and Education Trust Fund *‡	Government-administered trust fund to promote the healthy development of children.(2) Funded several projects during the reporting period, including the purchase of educational materials and playground equipment and the training of early childcare providers.(2)
Technical and Vocational Education and Training (TVET) Program*‡	Government-implemented training program for secondary school students 16 years of age and older who have difficulty with traditional school curricula. Aims to deter students from dropping out of school.(19) Program enrollment increased in 2013.(20)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Seychelles.

Despite these efforts, the Government lacks mechanisms to adequately identify child trafficking victims and provide them with protection and rehabilitation.(9, 19) Further, the Government has not taken specific actions to protect children from commercial sexual exploitation associated with tourism.(9, 19)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Seychelles (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Eliminate legal provisions that potentially allow for children to engage in hazardous work, including at night, if given the approval of a "competent officer."	2010 – 2013
	Amend the law to specifically prohibit hazardous work for all children under age 18.	2011 – 2013
	Develop a comprehensive list of hazardous employment activities prohibited for all children under age 18.	2009 – 2013
	Clarify the Penal Code Act to fully protect both boys and girls from being used, procured, or offered for commercial sexual exploitation.	2009 – 2013
	Clarify whether Seychelles has established laws to protect children from involvement in illicit activities, including drug trafficking.	2013
	Enact a law to explicitly define and prohibit child trafficking.	2013



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect and make publicly available the following data: ■ Number and results of labor inspections, particularly those involving child labor ■ Number of investigations and prosecutions involving commercial sexual exploitation and trafficking of children	2011 – 2013
	Enforce laws against child commercial sexual exploitation by identifying and prosecuting those who engage children in commercial sexual exploitation.	2011 – 2013
Coordination	Ensure DSD task forces actively carry out responsibilities related to the worst forms of child labor.	2013
Social Programs	Develop programs to meet the following objectives: ■ Identify victims of child trafficking and provide them with appropriate rehabilitation. ■ Protect children from commercial sexual exploitation associated with tourism.	2011 – 2013
	Assess the impact that social and educational programs may have on the worst forms of child labor.	2011 – 2013
	Conduct research to better understand the extent and nature of the worst forms of child labor in Seychelles.	2013

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# Sierra Leone

## MODERATE ADVANCEMENT

*In 2013, Sierra Leone made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched the Agenda for Prosperity, which includes strategies to address child labor; released data from the National Child Labor Survey (2010–2011); and participated in social programs to address child labor and child trafficking. However, children in Sierra Leone continue to engage in child labor in agriculture and in the worst forms of child labor in mining. Sierra Leone lacks a law prohibiting the use of children in illicit activities and there is limited funding for enforcement efforts or social programs.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Sierra Leone are engaged in child labor in agriculture and in the worst forms of child labor in mining. According to the preliminary findings of a National Child Labor Survey (2010–2011) conducted by Statistics Sierra Leone with support from the ILO, 45.9 percent of all children ages 5 to 17 years were engaged in child labor.<sup>(1)</sup> Some 22.0 percent of children ages 5 to 17 years were identified as being engaged in hazardous work.<sup>(1, 2)</sup> Table 1 provides key indicators on children's work and education in Sierra Leone.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	34.7 (579,851)
Attending School (%)	5-14 yrs.	73.8
Combining Work and School (%)	7-14 yrs.	31.6
Primary Completion Rate (%)		72.4

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(3)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.<sup>(4)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of coffee, cocoa, and palm oil (5, 6)
	Fishing,* deep-sea fishing,* mending nets, and working on boats in the open sea (2, 7-9)
	Farming, activities unknown (9)
	Forestry, activities unknown (1)
Industry	Mining† for alluvial diamonds, sand,* gold,* including loading gravel in sacks or basins, carrying sacks on their heads, washing, and sieving (2, 9-11)
	Quarrying† and crushing stone, including granite, breaking rock, shoveling, and transporting gravel* (2, 10, 12)
	Construction, activities unknown (1, 9)
	Working as apprentices in auto-repair shops and on transportation vehicles (poda-poda) (9)
Services	Manufacturing, activities unknown (1)
	Scavenging scrap metals and recyclable materials from dumpsites (2, 9, 10, 13)
	Domestic service (2, 9)
	Street, including selling goods (2, 10, 11, 14, 15)
	Wholesale and retail trading, petty trading, vending, and hawking (1, 2, 9, 10, 16)
	Portering,† including carrying heavy loads (9, 10)
	Street begging (6)
	Transportation and storage, activities unknown (1, 9)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Begging as a result of human trafficking (2, 9, 17)
	Forced stealing (9, 10)
	Commercial sexual exploitation sometimes as a result of human (9-11, 17)
	Working in granite and alluvial diamond mines, and other unknown work activities, sometimes as a result of human trafficking (9-11, 17)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.







The majority of children are trafficked from rural provinces or refugee communities to urban and mining areas.(10, 17) Reports suggest that children from Nigeria, The Gambia, Côte d'Ivoire, and Guinea may be trafficked to Sierra Leone for begging, domestic service and for commercial sexual exploitation.(10, 17) Children have been trafficked internally, especially from rural to urban areas and to diamond-mining areas for sexual exploitation and other labor.(9, 17)

In 2013, the Appeals Chamber of the Special Court for Sierra Leone (SCSL) upheld the conviction of former Liberian President Charles Taylor for a range of crimes under international law, including recruiting children under the age of 15 to participate in armed conflict.(18-20)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Sierra Leone has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 125 of the Child Rights Act (2007); Article 52 of the Employers and Employed Act Chapter 212 (1960); Regulation of Wages and Industrial Relations Act of 1971 (21, 22)
Minimum Age for Hazardous Work	Yes	18	Article 128 of the Child Rights Act (21)
List of Hazardous Occupations Prohibited for Children	Yes		Article 128 of the Child Rights Act (21); Article 48 and 55 of the Employers and Employed Act Chapter 212 (1960); Acts 170 and 164 of the Mines and Minerals Act (2009) (21-23)
Prohibition of Forced Labor	Yes		Act 19 of the Constitution (24)
Prohibition of Child Trafficking	Yes		Article 2 of the Anti-Human Trafficking Act; Article 60 of the Child Rights Act (21, 25)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 19-34 of the Sexual Offenses Act; Article 2 of the Anti-Human Trafficking Act (25, 26)

# Sierra Leone

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 28 of the Child Rights Act (21)
Compulsory Education Age	Yes	15	Article 9 of the Constitution; Article 125 of the Child Rights Act (21, 24)
Free Public Education	Yes		Article 3 of the Basic Education Act (2004); Article 2 of the Constitution; Article 11 of the Child Rights Act (21, 24, 27)

\* No conscription or no standing military.

While the Government of Sierra Leone has not ratified the Palermo Protocol on Trafficking in Persons, the Cabinet approved its accession and recommended that Parliament ratify it in February 2013.(28)

Research did not uncover laws prohibiting the use of children in illicit activities.

Labor laws prescribe fines that may neither reflect the present value of Sierra Leone's currency nor be commensurate with the severity of the crimes. For example, penalties for violations of the Employers and Employed Act are liable to a fine of 50 pounds or to imprisonment of six months.(9, 22)

Act 57 of the Employers and Employed Act permits the father or the guardian of a child between the ages of 12 and 14 to serve as an apprentice, including in a trade or skill or in domestic service.(2, 22) This provision is not in line with ILO C. 138, which requires apprentices to be at least 14 years of age.(16)

According to the Basic Education Act, the Government has established the right to free primary education.(10, 27) However, in practice, schools charge fees to pay for uniforms, books, and salaries for unregistered teachers.(10, 21, 24, 29) Some children work part-time in order to earn money for these school fees.(10, 27, 29, 30) Other barriers to education include poor sanitation, unsafe school conditions, and travel costs to and from school.(9, 31)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA)—Child Protection Unit	Enforce child labor law and monitor compliance with child labor regulations.(2, 9)
Ministry of Labor and Employment—Child Labor Unit (CLU)	Supervise implementation of ILO C. 138 and 182; and formulate, implement, and monitor compliance with child labor regulations.(2, 16)
Ministry of Labor and Employment—Labor Officers	Enforce child labor provisions in the Child Rights Act. Handle all labor issues in the district and initial investigations.(13)
District Councils	Enforce child labor laws in the informal sector.(9, 13)
Village Child Welfare Committees	Promote awareness on child rights. Report child welfare concerns to village and government officials who are responsible for children's issues. Provide recommendations and instructions on the maintenance and support of specific village children. Address complaints and concerns of adults or children in the village.(13, 21)
Ministry of Mineral Resources	Enforce regulations against the use of child labor in mining and monitor the field. Has the authority to suspend licenses of mining operators who engage in child labor.(2, 13, 17)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Sierra Leone Police— Family Support Unit (FSU)	Investigate and prosecute various crimes, including child trafficking and child labor.(2, 13) Monitor and compile data on trafficking and crimes committed against children.(28)
Transnational Organized Crime Unit (TOCU)	Provide statistics and information on cases of trafficking in persons (TIP). Responsible for enforcing human trafficking cases.(28)
Ministry of Social Welfare— National TIP Secretariat	Develop a digitized database to track all TIP cases in Sierra Leone.(28) During the reporting period, the Secretariat agreed to collect TIP data from all ministries and NGOs, which includes victim, perpetrator, investigation, court case, and victim services. In February 2014, the Secretariat finalized data questionnaires that were given to relevant ministries, law enforcement posts, border posts, and service providers.(28)

Criminal law enforcement agencies in Sierra Leone took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

In 2013, law enforcement agencies in Sierra Leone took actions to combat child labor, including its worst forms. The CLU employs three part-time staff; however, reports indicate it lacks resources to establish branch offices to monitor child labor in remote areas of the country.(2) Research did not identify a budget for the CLU. The Ministry of Labor employs seven labor inspectors, four labor officers, and seven factory inspectors.(2) The Ministry created four new factory inspector positions and five new labor officer positions during the reporting period. With the exception of three inspectors, this staff is located in the capital and is responsible for enforcing labor laws in the formal sector.(2) Child labor is only one part of the job for these new Ministry hires. Labor inspectors lacked resources, including transportation and equipment, to conduct inspections. No child labor inspections were conducted, and no citations were issued during the reporting period.(2)

In April 2013, police officers, representatives from various ministries, including the Ministry of Labor, and factory inspectors, were trained in labor inspection and child labor monitoring. A standard checklist was developed, which includes items related to child labor.(2, 10, 11) The Government has a mechanism to refer cases to police and other government agencies.(2) During the reporting period, hundreds of village child welfare committees were set up in each of Sierra Leone's 149 chiefdoms.(2)

According to the Mines and Minerals Act, the Minister, after consultation with the Minerals

Advisory Board, can revoke licenses from license holders who are found to be using child labor.(23) However, information was not available on whether the Government has been enforcing this law.

### ***Criminal Law Enforcement***

In 2013, the newly appointed FSU director included proactive child labor investigations as part of the Unit's work plan.(2) However, no law enforcement officers were dedicated to proactive investigations into cases of child forced labor, trafficking, commercial sexual exploitation, and use of children in illicit activities; no proactive investigations took place during the reporting period.(2) In 2013, police investigated 24 cases of child trafficking nationwide and 163 cases of "child cruelty," which can include child labor-related offenses.(2, 28) Charges were filed in two of those cases, one was brought to court, and 10 remain under investigation.(28) Generally, reported complaints are referred to the FSU for action. The Government established a complaint line for issues related to child protection, but it is not targeted toward child labor.(2) The Government prosecuted cases under the Anti-Trafficking and Sexual Offenses Act during the reporting period, but no information was available on these cases.(2, 17)

The Sierra Leone Police had no funding for investigating child labor issues, and reports indicate a lack of funding necessary for sufficient office facilities, transportation, and fuel.(2, 10)

During the reporting period, the Government finalized plans to establish the Freedom Line, a 24-hour hotline staffed by the Sierra Leone Police Communications Unit, and to train its staff on how to refer cases to police, welfare, and judicial responders.(28)



### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Trafficking in Persons (TIP) Task Force	Coordinate the needs and requirements of agencies involved in providing shelter and services for victims, gather some data on reported trafficking cases, and meet regularly to develop policy and address the issue of child trafficking.(2, 6, 32) Chaired by the Ministry of Social Welfare, Gender, and Children's Affairs, it includes the Ministries of Justice, Labor, Education, Internal Affairs, Information, Health, Foreign Affairs, Tourism, Local Government, Youth, and Sierra Leone Police.(28) Drafted guidelines in 2013 for identifying trafficking in persons and a trafficking action plan. During the reporting period, Task Force members raised awareness on TIP, collaborated with other government agencies on several cases, and coordinated with local government officials outside Freetown.(28)
National Technical Steering Committee on Child Labor	Meet on an ad-hoc basis to discuss major issues related to child labor as they arise.(2, 16)

Though the Ministry of Social Welfare submitted plans and a budget to establish the inter-agency National Commission for Children to coordinate and exchange information, as mandated by the Child Rights Act, the Commission has yet to be established or funded. During the fourth quarter of 2013, the Ministry of Social Welfare received a budget of approximately \$4,650 for human trafficking-related activities.(2, 33)

The National Technical Steering Committee on Child Labor did not meet during the reporting period.(2)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Sierra Leone has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Education Sector Plan (2007–2015)*	Implements education law and includes specific objectives to reduce child labor and school absenteeism, including making communities aware of alternatives to child labor and enforcement of labor rights and child labor laws.(34, 35)
Agenda for Prosperity†	Addresses child labor and the worst forms of child labor through expanded social welfare programs, establishment of conditional cash transfers, improved enforcement, and better education.(2, 36)
Transitional Joint Vision For Sierra Leone of the United Nations Family (2013–2014) *†	Includes strategies to increase school enrolment for vulnerable children and provide youth employment.(37)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The Agenda for Prosperity was launched during the reporting period. It is the country's third Poverty Reduction Strategy Paper. The Agenda for Prosperity is a six-year development agenda, which includes strategies to combat child labor through the provision of social protection and education opportunities.(2, 36, 38, 39) Research did not find information on the implementation of the Primary Education Policy of 2001.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Sierra Leone participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Program to combat the recruitment of child soldiers and child soldier prevention programs in local schools†	Roméo Dallaire Child Soldiers Initiative-funded, 5-year program that provides child protection training for the police and army. Implements an education program, run by former child soldiers, in 45 schools across five districts of Sierra Leone to teach children about their legal rights, child soldiering and tactics used to recruit children.(40). The program will make child rights training mandatory for the local police and armed forces and outlines standards on how troops must engage with children in combat.(40) During the reporting period, the Government participated in this program, which trained troops on child soldier prevention strategies and educated children on child soldiering.(40) While child soldiering in Sierra Leone is no longer a problem, the project aims to prevent future child labor recruitment, given its prevalence during the civil war.(28, 40)
Youth Empowerment and Employment Program*	\$600,000 UNDP-funded, 3-year program launched in 2011 that strengthens national policy, strategy, and coordination for youth employment and seeks to provide basic support services for youth in Sierra Leone, including business development and career advice and guidance.(41)
Youth-to-Youth Fund	German Federal Ministry for Economic Cooperation and Development-funded program implemented in partnership with ILO, UNIDO, and Youth Employment Network. Provides youth with financing for small-scale projects aimed at creating employment for young people through entrepreneurship.(42)
Program to combat child trafficking and forced child labor in Sierra Leone	U.S.-donor funded project implemented by World Hope International. Rescues and restores trafficking victims in a Trafficking in Persons Recovery Center and combats trafficking through awareness and education at the community level.(43) In September 2013, the project, with the National TIP Task Force and the Ministry of Social Welfare, Social Welfare Ministry, trained law enforcement officials and social workers in Freetown, Makeni, and Bo on protection and identification of trafficking victims.
Shelters	Government program that refers child trafficking victims to private shelters that house child victims of forced labor and trafficking.(13) During the reporting period, shelters provided victims, including child victims of rape, forced prostitution, or forced labor, with physical, psychological, and spiritual care and supported the prosecution of the trafficking perpetrators.(28)
Centers for street children	Government program that provides psychological support, medical care, vocational training, and help in locating their families.(13)
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and the Caribbean countries and the Pacific group of states (ACP).(44, 45) Aims to strengthen institutional capacity to formulate and implement child labor strategies and conduct research and increase the knowledge base on child labor.(45) During the reporting period, trained factory inspectors and law enforcement officials to identify child labor violations. Government also drafted a National Action Plan for the Elimination of the Worst Forms of Child Labor as part of the project.(9)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(46, 47)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national Government and develop strategic policies to eliminate child labor. In April and September 2013, conducted child labor training for labor inspectors and developed a Child Labor Action Plan.(16)
Disadvantaged Children and Youth Program in Sierra Leone	EU and Irish Aid-funded project implemented by GOAL, a humanitarian organization. Works to reduce child labor, child sex trafficking, and social exclusion of children by providing 2,000 children in Freetown with alternatives to child labor through expanded educational opportunities, family reunification, small business training, and grants for caregivers.(2, 48)
National Child Labor Survey	Government released data from the 2010–2011 report conducted by Statistics Sierra Leone and the ILO.(2)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

Although Sierra Leone has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.(2)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms in Sierra Leone (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that penalties are commensurate with the severity of violations.	2010 – 2013
	Establish a law to prevent the use of children in illicit activities such as drug trafficking.	2011 – 2013
	Ratify the Palermo Protocol on Trafficking in Persons and ensure protections for child trafficking victims.	2013
	Increase the legal age for apprenticeships to 14 in line with ILO C. 138.	2013
Enforcement	Fully fund efforts and budget for activities to enforce worst forms of child labor laws, including providing adequate resources and staff to the Child Labor Unit of the Ministry of Labor.	2011 – 2013
	Provide police investigators adequate equipment and transportation.	2012 – 2013
	Ensure the Ministry of Mineral Resources revokes the licenses of operators who employ child labor.	2010 – 2013
	Establish branch offices to monitor child labor in remote areas of the country.	2012 – 2013
	Conduct more civil and criminal enforcement of child labor, including more frequent child labor inspections and issuing citations for violations.	2013
	Provide information on cases that were prosecuted using the Anti-Trafficking and Sexual Offenses Act.	2013
	Target child labor issues as part of the child protection complaint line.	2013
Coordination	Fully establish and fund the National Commission for Children.	2010 – 2013
	Convene more regular meetings of the National Technical Steering Committee on Child Labor.	2013
Government Policies	Provide information on the implementation of the Primary Education Policy of 2001.	2013
	Address barriers to education.	2013
	Assess the impact of the existing policies on child labor.	2011 – 2013
Social Programs	Develop and fund social programs to fully address the problem of child labor.	2009 – 2013
	Assess the impact of existing social programs on reducing the worst forms of child labor.	2011 – 2013

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# Solomon Islands

## MINIMAL ADVANCEMENT

*In 2013, Solomon Islands made a minimal advancement in efforts to eliminate the worst forms of child labor. On April 22, 2013, the Government ratified ILO C. 138. During the reporting period, the Government certified an anti-human trafficking law, but it will not take effect until it has been gazetted. Education is still not compulsory, and laws do not adequately protect all children from hazardous work and commercial sexual exploitation. In addition, the Government has not established a body to coordinate efforts to combat child labor, and resources for enforcement are lacking. Children in Solomon Islands continue to engage in the worst forms of child labor, including commercial sexual exploitation, particularly in association with the fishing and logging industries.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Some children in Solomon Islands are engaged in the worst forms of child labor, primarily commercial sexual exploitation.(1, 2) Table 1 provides key indicators on children's work and education in Solomon Islands. Data on some of these key indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		85.4

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis, 2013.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Working in plantations, activities unknown* (5)
Services	Domestic service, including in logging camps and on fishing boats* (2, 6, 7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of trafficking (1, 2, 6-9)
	Used in the production of pornography* (6, 7)
	Forced domestic service, including in logging camps and on fishing boats* (2, 6, 7)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Both boys and girls are engaged in commercial sexual exploitation associated with the logging, tourism, and fishing industries in areas near logging camps, on fishing boats, and in the capital city of Honiara.(1, 2, 6, 9) In particular, girls are trafficked within Solomon Islands and sent to logging camps for the purpose of commercial sexual exploitation.(2) There are reports that some children are brought by their parents to foreign and local fishing ships for commercial sexual exploitation with fishermen.(2, 9) It also has been reported that parents offer their minor children in marriage to loggers and miners; subsequently, the children may be forced into domestic service or commercial sexual exploitation.(2)



## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Solomon Islands has ratified some key international conventions concerning child labor (Table 3). On April 23, 2013, the Government ratified ILO C. 138, which came into force April 22, 2014.(10)

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has not ratified two conventions relevant to child labor known to occur in Solomon Islands, namely, the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Palermo Protocol on Trafficking in Persons.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12	Labor Act (11)
Minimum Age for Hazardous Work	Yes	15	Labor Act (11)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution (12)
Prohibition of Child Trafficking	Yes		Immigration Act 2012 (13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (14)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	No		
Free Public Education	No		

\* No conscription or no standing military.

The Labor Act permits children as young as age 12 to work.(11) This is not consistent with international standards, which require a minimum age no lower than 14 for admission to employment. Children under age 15 are prohibited from working in the industrial sector or on ships, and children under age 16 are prohibited from working in underground mines.(11) Further, children between ages 16 and 18 are prohibited from working in mines or on ships without a medical certificate, and are prohibited from working at night without specific written permission from the Commissioner of Labor.(11) Despite these provisions, Solomon Islands does not have a comprehensive law protecting children under age 18 from hazardous work, or a comprehensive list of hazardous occupations and activities from which children are prohibited.(1) In addition, according to the Commissioner of Labor, the existing penalties and fines for employing children in hazardous conditions are too insignificant to serve as deterrents.(1)

# Solomon Islands

## MINIMAL ADVANCEMENT

While forced labor is prohibited, the law does not establish any penalty for a forced labor conviction.(7) The Immigration Act, passed in 2012, prohibits and punishes all forms of trafficking in persons and provides specific legal protections against the trafficking of children.(13) During the reporting period, the law was certified, but it will not take effect until it has been gazetted.(15, 16) No implementing regulations accompany the legislation.(1, 2, 13) Laws do not specifically prohibit the use of children in illicit activities, such as drug trafficking.(1, 14) Prostitution laws do not cover boys between the ages of 15 and 18 and, therefore, leave them without legal protection.(7, 14)

Education in Solomon Islands is not compulsory.(17) Although the Government has a policy of free basic education, research found no evidence that this right is enshrined in law. In 2013, the Government continued to implement the Free Fee Basic Education (FFBE) Policy, which covers the basic costs to operate schools, but permits school administrators to request additional contributions from families such as cash, labor, and fundraising on behalf of the school.(7, 8, 18, 19) This policy may not be sufficient to cover the true cost of attendance at all schools. Additional school fees, uniform costs, book fees, and transportation needs may still prevent some children, particularly girls, from attending school.(7, 16, 18, 19)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Commerce, Industry, Labor, and Immigration (MOCILI)	Enforce child labor laws. The Department of Immigration within MOCILI is the lead agency on issues of human trafficking.(1, 15)
Royal Solomon Islands Police	Enforce criminal laws against the worst forms of child labor.(7) Work in partnership with the Australian-led Regional Assistance Mission to Solomon Islands on human trafficking and commercial sexual exploitation cases.(1)

Criminal law enforcement agencies in Solomon Islands took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions. Sources, including the Government, note that inadequate capacity and resources have prevented meaningful enforcement of the laws.(7, 15, 18)

#### *Labor Law Enforcement*

The Government reported that MOCILI lacks the capacity to enforce child labor laws.(7, 15) Research did not uncover the number of inspectors responsible for child labor law enforcement, nor the level of funding allocated for this purpose. MOCILI does not collect data on the number of inspections, violations found, or penalties assessed with regard to child labor.(7)

#### *Criminal Law Enforcement*

Research found no data on the number of investigators responsible for the enforcement of criminal laws against the 34 worst forms of child labor, nor on the number of investigations, prosecutions, or convictions.(7) There were conflicting reports on the number of trafficking cases identified, and research did not determine whether any of these cases involved children.(15) In 2013, with the support of the American Bar Association Rule of Law Initiative, the Department of Immigration held an interagency training on human trafficking in Solomon Islands.(15)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Advisory Committee on Children	Advise the Cabinet on issues affecting children, coordinate the implementation of the UN CRC, and develop advocacy materials to promote the rights of children.(20)
Trafficking in Persons Advisory Committee	Ad-hoc committee created by the Government in 2012. Members include MOCILI and NGO representatives.(15)

Research found no evidence of a body to coordinate overall child labor efforts. In 2013, TIPAC met three times.(15)

Research found no information as to whether the National Advisory Council was active.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Solomon Islands has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Children's Policy/National Action Plan for 2010-2015	Commits the Government to substantially improving services and the legal framework for child protection over a 5-year period.(20) Objectives of the policy include ratifying the UN CRC Optional Protocols, raising the minimum age for employment to 18, achieving universal primary education, registering all births by 2015, and creating a mechanism for the coordination and enforcement of child protection laws and policies.(20) During the reporting period, the Government did not ratify the UN CRC Optional Protocols or raise the minimum age for work.
Free Fee Basic Education (FFBE) Policy	Aims to increase educational access by subsidizing school fees for grades one through nine.(18) The policy covers the operational costs for children to attend school, but allows for school management to request additional contributions from families such as cash, labor, and fundraising on behalf of the school.(7, 8, 18, 19, 21) In 2013, the Government continued to implement FFBE.(16)

The National Plan does not specify relevant agencies in its intended coordination mechanism, and it is unclear whether relevant agencies are participating in this coordinating mechanism for enforcement.(20) The FFBE may not sufficiently cover all costs for schools, depending on their location; additional school fees, uniform costs, book fees, and transportation needs may still prevent some children from attending school.(18, 19) Attendance and dropout rates indicate that girls in Solomon Islands are less likely than boys to finish school.(18, 22)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Solomon Islands (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase the minimum age for employment and hazardous work to 14 and 18, respectively, and institute a comprehensive list of hazardous occupations and activities from which children are prohibited.	2009 – 2013
	Strengthen penalties for violating child labor laws and establish penalties for forced labor.	2009 – 2013
	Adopt laws to forbid the use, procuring, or offering of a child for illicit activities, such as the production and trafficking of drugs and the production of pornography.	2011 – 2013
	Establish a compulsory age for education that is consistent with the minimum age for employment to meet international standards.	2009 – 2013
	Amend laws to prohibit the prostitution of boys under age 18.	2009 – 2013
	Enact the Immigration Act of 2012 to punish all forms of trafficking in persons, including the trafficking of children.	2012 – 2013

# Solomon Islands

## MINIMAL ADVANCEMENT

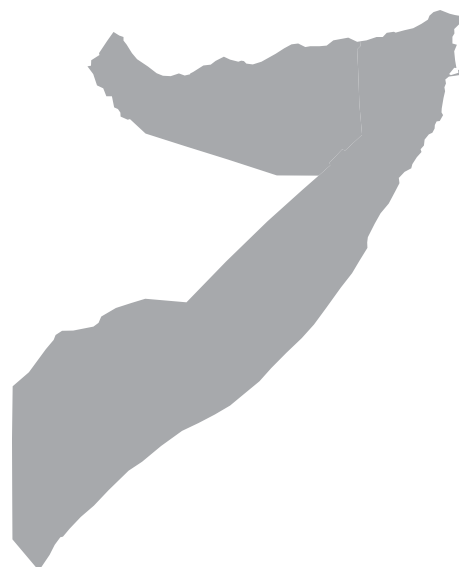
**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information on inspections and investigations regarding the worst forms of child labor publicly available.	2009 – 2013
	Ensure that relevant agencies participate in the coordination mechanism for enforcement outlined in the National Plan of Action for 2010–2015.	2010 – 2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2010 – 2013
Government Policies	Continue to take steps toward the goals outlined in the National Children's Policy, including ratifying the UN CRC Optional Protocols and raising the minimum age for work.	2013
Social Programs	Conduct research on child labor in Solomon Islands to inform policy and program design.	2013
	Initiate programs to address the worst forms of child labor, particularly the commercial sexual exploitation of children.	2011 – 2013

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*In 2013, Somalia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Federal Government of Somalia (FGS) launched a Go-2-School Initiative with UNICEF support with a goal of enrolling one million children in school during the next 3 years. In addition, the Somalia National Army (SNA) made efforts to prevent recruitment and use of underage personnel, including through screening of soldiers before paying their salaries. The FGS and SNA also promulgated a Code of Conduct that, among other features, expressly prohibited recruitment of personnel below eighteen years of age. However, children in Somalia continue to engage in the worst forms of child labor as child soldiers and in child labor in agriculture. The terrorist organization Al-Shabaab remained the main perpetrator of the abduction and use of child soldiers in Somalia. The SNA also continued to use child soldiers. There are reports that the Ahlu Sunnah Wal Jama'a (ASWJ) militia, which to date has refused to become part of the SNA, also used child soldiers. Somalia continued to lack many elements necessary to effectively address the worst forms of child labor, including an established justice sector, policies, and programs.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Somalia are engaged in the worst forms of child labor as child soldiers and in child labor in agriculture. (1-12) Table 1 provides key indicators on children's work and education in Somalia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	39.8 (1,012,863)
Attending School (%)	5-14 yrs.	48.9
Combining Work and School (%)	7-14 yrs.	20.2
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(14)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Work in agriculture, including threshing grain* and herding livestock* (1-5)
Industry	Construction, activities unknown, and breaking rocks* (1, 3, 4, 6)
Services	Street work, including begging, portering, shining shoes, washing cars, conducting minibuses, and selling cigarettes, khat (a legal amphetamine-like stimulant), sweets, and toothbrushes (1, 4-7)
	Domestic service (1, 4-6)
Categorical Worst Forms of Child Labor‡	Use by armed groups as child soldiers, sometimes as a result of forced recruitment, including to plant explosive devices, operate checkpoints, serve as human shields and suicide bombers, conduct assassinations, transport weapons, and provide intelligence and logistical support (1, 3, 6-12)
	Forced labor in domestic service, agriculture, livestock herding,* rock breaking for gravel,* and construction work* sometimes as a result of human trafficking (7-9, 12)
	Use in piracy (8, 15)
	Commercial sexual exploitation sometimes as a result of human trafficking (3, 8, 16)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



# Somolia

## MINIMAL ADVANCEMENT




The terrorist organization *Al-Shabaab* engages in the widespread and systematic conscription and recruitment of children for armed groups and is the main perpetrator of the use of child soldiers in Somalia.(11, 17) Boys as young as age 8 are bribed or forcibly taken from their homes, schools, and the streets to serve as soldiers. Armed groups recruit girls through bribery or force for sexual servitude and for domestic labor.(1, 3, 8, 9) There are reports that the *Ahlu Sunnah Wal Jama'a* (ASWJ) militia, which to date has not yet integrated into the Somali National Army (SNA), recruited children.(11, 17) There are also reports that Somalia's numerous clan and other militias use child soldiers.(8, 11, 17) The Federal Government of Somalia (FGS) condemns the use of child soldiers. However, there were reports of children associated with the SNA during 2013.(1, 11, 17) Children also were involved in the Somaliland forces in 2013.(17)

In Somalia, protracted violence has led to the breakdown of all basic services, including public education.(18-20) In addition, droughts, floods, and decades of violence have led to the displacement of over 1.5 million Somalis. These constraints, as well as the forced recruitment of children from schools by non-state terrorist and militia groups, have limited children's access to education, as schools are either unavailable or unsafe.(9, 18, 20-23) The cost of tuition and the lack of educational infrastructure also hinder children's access to school.(19, 20, 24)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Somalia has ratified one key international convention concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

Somalia lacks a coherent central legal system.(18, 25, 26) The FGS does not have effective control over some parts of the country, and most essential governance functions were provided by regional administrations, including the self-declared Republic of Somaliland in the northwest and the semi-autonomous region of Puntland in the northeast.(1, 8, 9, 23, 25, 27) Only the laws of the internationally recognized FGS are discussed in this section. The FGS ratified ILO C. 182 in March of 2013, but it has not ratified the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; or the Palermo Protocol on Trafficking in Persons.(28)

The FGS has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labor Code (29)
Minimum Age for Hazardous Work	Yes	16, 18	Labor Code (29)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Provisional Constitution (30)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		1962 Penal Code (31)
Prohibition of Using Children in Illicit Activities	No		

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	18	Provisional Constitution (30)
Minimum Age for Voluntary Military Service	Yes	18	Provisional Constitution (30)
Compulsory Education Age	No		
Free Public Education	Yes		Provisional Constitution (30)

The FGS did not pass any new laws related to child labor or child soldiers during the reporting period.<sup>(7)</sup> Furthermore, the Provisional Constitution does not include a minimum age for work or hazardous work, but the pre-1991 Labor Code contains provisions on this issue.<sup>(7)</sup> For hazardous work the labor code prescribes a range of minimum ages for certain activities. For example, the minimum age for construction is 16, and the minimum age for work underground is 18.<sup>(32)</sup> In April 2014, Parliament issued a public statement on a commercial contract in which it cited pre-1991 laws, suggesting that the FGS continued to recognize relevant historic legal provisions; however, no official determination has been issued.<sup>(29)</sup> Prohibition of the sexual exploitation of children is included in the 1962 Penal Code; however, the Penal Code requires extensive updating. Many fines in the Code equal less than one U.S. dollar today.<sup>(7, 33)</sup> It appears that under Article 405 of the Penal Code children involved in prostitution would not be protected from criminal charges for prostitution under Somali law.<sup>(31)</sup> The FGS did appoint a Minister of Labor and Social Affairs and the Parliament is currently considering a draft labor law. Despite the Provisional Constitution calling for free education to the secondary level, a universal free education system in Somalia is not in place.<sup>(7, 30)</sup> The FGS did open two public schools in Mogadishu, and the regional governments of Puntland and Somaliland operated other public schools.<sup>(7, 29)</sup>

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The FGS has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministries of Labor and Social Affairs, Gender, and Family Affairs	Enforce laws related to the worst forms of child labor. <sup>(1)</sup>
Somali National Police	Investigate and enforce laws related to the worst forms of child labor, including forced labor, trafficking, commercial sexual exploitation, and the use of children in illicit activities. <sup>(7)</sup>

Research found no evidence that law enforcement agencies in Somalia took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the FGS did not employ any inspectors to enforce child labor laws and conducted no inspections or investigations of reported violations of child labor laws.<sup>(7)</sup>

#### *Criminal Law Enforcement*

In 2013, no child labor related arrests or convictions were made. The Somali National Police Force, which remains understaffed and undertrained, lacks capacity to investigate or enforce laws such as the prohibition of forced labor and protection from armed conflict.<sup>(7)</sup>

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the FGS established mechanisms to coordinate its efforts to address child labor, including its worst forms. The FGS does have two child soldier military focal points who communicate with UNICEF about claims of children present in military barracks and plans for four more positions to be added in more remote regions.<sup>(1, 29)</sup> The FGS has also formed a Children Associated with Armed Conflict (CAAC) Working Group, which

# Somolia

## MINIMAL ADVANCEMENT

met regularly in conjunction with the United Nations Assistance Mission to Somalia (UNSOM) and UNICEF during the year.(17, 29) The Working Group was first established in 2012 when UNICEF assisted the FGS in drafting the FGS' two Child Soldier Protection Plans in July and August 2012 respectively.(29)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The FGS has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
Child Soldier Action Plan	Addresses the recruitment and use of child soldiers by the Somali National Army (SNA).(1, 34)
Action Plan to End the Killing and Maiming of Children in Contravention of International Law	Addresses the killing and maiming of children as a result of conflict in Somalia.(34)
General Order Number One	Prohibits commanders from employing child soldiers, requires training on the protection of children's rights in armed conflict, and authorizes UNICEF to inspect all military camps to verify that child soldiers are not present. Issued by the Chief of Defense Forces.(7)

In 2013, the FGS made some progress on the Child Soldier Action Plan for the national army, including the drafting of Standard Operating Procedures (SOPs) for the reception and handover of children formerly associated with armed forces and armed groups.(7, 35) In February 2014, the Ministers of Defense and National Security signed the SOPs. The SNA also promulgated a Code of Conduct, which, among other provisions, prohibited recruitment of individuals younger than 18 years of age.(35) No additional information was available on the Joint Technical Committee (JTC) responsible for facilitating action plan implementation.(27) The FGS does not have any policies on providing free and compulsory education.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the FGS participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
ILO-IPEC Children in Armed Conflict Program	\$238,194 European Commission-funded, 2-year project implemented by ILO-IPEC to prevent child recruitment and reintegrate children associated with armed forces and groups in south central Somalia. Collaborates with UNICEF to focus on the economic reintegration of former child soldiers through vocational and entrepreneurship training and assistance with starting a business or accessing wage employment.(36, 37)
UNICEF Country Program	In cooperation with the Federal Government of Somalia (FGS), aims to equitably increase school enrollment, construct schools, develop curriculum, and train teachers. Also works to prevent the recruitment of children into armed groups and to place former child soldiers into rehabilitation programs.(1, 23) Program includes the construction of a rehabilitation facility solely for children and is expected to accommodate up to 660 children when at full capacity, compared to 100 to 150 children currently.(2)
Go-2-School Initiative*†	FGS program, with the support of UNICEF, that seeks to enroll 1 million children who are not currently in school between 2013 and 2014.(38)
SNA soldiers Pay Screening Plan	Governments of U.S. and Italy-funded program that establishes a screening process whereby soldiers' identity and age are verified before they receive their pay.(7)
Child-At-Risk Program	USAID program that provides services to some children at risk of finding employment in clan militias.(27)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

International donors who pay the stipends of SNA soldiers continued a screening program during the year. Screening teams comprised of African Union officers, local Somali tribal elders, and high-ranking SNA officers verify the identity and age of each soldier before they receive payment.(7) The SNA screened more than 1,000 new troops to identify and remove underage recruits.(1) Current forces undergoing training abroad and domestically underwent vetting by an international team that included senior SNA generals, international military advisors, and a technical monitor.(1, 2, 8, 39) For example, a U.S. civilian contractor and the European Union Training Mission (EUTM)

screen recruits that they train inside Somalia to weed out any underage individuals. Vetting also applies to members of a militia receiving stipends under the Gedo pilot project.<sup>(35)</sup> Other militias outside Mogadishu, such as those associated with ASWJ, have not yet agreed to incorporate themselves into the SNA, but such vetting would apply equally to them should they decide to do so.<sup>(35)</sup> Research identified no other FGS programs to assist children in other forms of child labor such as agriculture, or in worst forms of child labor such as forced labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Somalia (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; or the Palermo Protocol on Trafficking in Persons.	2013
	Clarify if the Labor Code is still in effect under the FGS and ensure a legal framework on child labor is in place that includes a minimum age for work and hazardous work, and a list of hazardous work activities that are in line with international standards.	2009 – 2013
	Update the Penal Code.	2012 – 2013
	Ensure laws protect children involved in forced prostitution from criminal charges.	2011 – 2013
	Adopt laws prohibiting human trafficking and the use of children in illicit activities.	2009 – 2013
	Establish an age to which education is compulsory.	2009 – 2013
Enforcement	Establish an infrastructure to enforce laws relating to the worst forms of child labor and provide adequate resources and training to law enforcement.	2009 – 2013
	Enforce the prohibition laid out in the Provisional Constitution on forced labor and enforce the protection from armed conflict for children under age 18.	2012 – 2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2013
Government Policies	Conduct research to determine the activities carried out by children working in construction to inform policies and programs.	2013
	Adopt a comprehensive policy and national action plan to provide free and compulsory education for all children.	2010 – 2013
	Take steps to provide sufficient schools and facilities for children to access school.	2013
Social Programs	Develop programs to prevent and address child labor such as agriculture, and worst forms of child labor such as forced labor.	2009 – 2013

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*In 2013, South Africa made a significant advancement in efforts to eliminate the worst forms of child labor. The Government amended the Basic Conditions of Employment Act to include protections for children working without a contract; approved the third phase of the National Child Labor Action Program; and established guidelines for acceptable household chores. In addition, the Government approved the 2013 Prevention and Combating of Trafficking in Persons Act, which is a comprehensive national anti-trafficking law that includes specific provisions for child trafficking; but the Act has yet to be promulgated and take effect. The Government also trained labor inspectors on child labor issues and maintained programs that assist vulnerable children, including no-fee schools and school feeding programs. Studies also indicate that the Government's Child Support Grant and the Old Age Pension may help reduce child labor. However, children in South Africa continue to engage in child labor in agriculture and domestic service. In addition, Government social programs to address child labor do not match the scope of the problem. Some families are required to pay local school fees, and all families must pay for books, uniforms, and other school-related expenses, which may affect children's access to education. Also, the Government does not publish comprehensive results of child labor enforcement efforts.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in South Africa are engaged in child labor, including in agriculture and domestic service.(1-5) Table 1 provides key indicators on children's work and education in South Africa. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		98.5

Source for primary completion rate: Data from 2004, UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting sugarcane,* mango,* lychee,* bananas,* grapes,* citrus,* and other fruits* (1, 2, 4)
	Forestry,* activities unknown (1)
	Domestic work (1, 2, 5)
	Scavenging*† (1)
Services	Food service, activities unknown (2, 8, 9)
	Production and selling of liquor*† (1)
	Street work, including vending and begging (2, 3, 5, 8, 9)

# South Africa

## SIGNIFICANT ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Use of children in illicit activities, including drug trafficking, home burglaries, and gang-related activity (5, 10)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 5, 8-11)
	Domestic service, farming, food service, street vending, and begging, as a result of human trafficking (2, 5, 8-11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Children in South Africa are trafficked from rural areas to urban areas, including Johannesburg, Cape Town, Durban, and Bloemfontein.(9) South African girls are trafficked for commercial sexual exploitation and domestic service.(9) South African boys are trafficked internally for farm work, food service, begging, and street vending.(8, 9) Reports indicate that orphaned children in South Africa are especially vulnerable to trafficking.(5)

The Government reports that South African girls are more likely than boys to be involved in child labor.(12) However, the Government does not collect comprehensive data on the number of children engaged in the worst forms of child labor.(2, 5, 13, 14) Although birth certificates are required to qualify for services, including education, more than 20 percent of babies are not registered by their first birthday.(2, 15)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

South Africa has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Basic Conditions of Employment Act 75 of 1997 (16)
Minimum Age for Hazardous Work	Yes	18	Basic Conditions of Employment Act 75 of 1997; Regulations on Hazardous Work by Children in South Africa (16-18)
List of Hazardous Occupations Prohibited for Children	Yes		Regulations on Hazardous Work by Children in South Africa (17, 18)
Prohibition of Forced Labor	Yes		Chapter 2 of the Constitution; Children’s Amendment Act (19, 20)
Prohibition of Child Trafficking	Yes		Children’s Amendment Act; Criminal Law Amendment Act 32 of 2007 (10, 19, 21)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Children’s Amendment Act (19, 21)
Prohibition of Using Children in Illicit Activities	Yes		Children’s Amendment Act; Child Justice Act of 2008 (1, 19, 21, 22)
Minimum Age for Compulsory Military Recruitment	N/A*		

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Defense Act 42 of 2002 (23, 24)
Compulsory Education Age	Yes	15	1996 South African Schools Act (2, 25, 26)
Free Public Education	Yes		1996 South African Schools Act (2, 25, 26)

\* No conscription or no standing military.

In 2013, the Government amended the Basic Conditions of Employment Act (BCEA) to cover all forms of work. Previously, the BCEA only covered formal employment relationships.(1, 27) This change will provide protection to children working without a contract.(1, 27) The Government also established guidelines for acceptable household chores.(1, 28) In 2013, the Government approved the 2013 Prevention and Combating of Trafficking in Persons Act (PCTPA), which is a comprehensive national anti-trafficking law that includes specific provisions for child trafficking, but the Act has yet to be promulgated and take effect.(1, 5, 29) In June 2013, the Government ratified the ILO Domestic Workers Convention Number 189. Following ratification, the Convention awaits implementation in South Africa.(30)

Although access to free education is mandated by law, school fees vary depending on the municipality and region.(1) The Government implements a no-fee school program that covers the poorest primary schools.(1, 31, 32) According to the Government, 81 percent of schools are “no fee.”(1, 31, 32) The Government also provides some fee waivers to children receiving government grants.(15, 26, 33) The Government provides books, but all families must pay for stationery, uniforms, and other school-related expenses, which may affect children’s access to education.(8, 26, 33, 34)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
South African Department of Labor (SADOL)	Enforce child labor laws.(1, 35) Inspectors identify suspected cases of child labor and human trafficking and forward evidence to South African Police Service (SAPS) officials, who investigate and forward cases to the South African Department of Justice and Constitutional Development (SADODJ) for prosecution.(8, 11) Coordinate a report entitled “State of Child Labor in South Africa.”(34)
Department of Social Development (DSD)	Provide child protection and social services to vulnerable children, including victims of trafficking.(2, 9)
South African Department of Justice and Constitutional Development (SADODJ)	Enforce criminal laws, including child labor laws.(1, 35)
National Prosecuting Authority (NPA)	Prosecute criminal cases, including human trafficking cases.(1)
South African Police Service’s (SAPS) Human Trafficking Desk	Monitor and evaluate efforts to investigate trafficking crimes, train human trafficking investigators, and refer human trafficking cases to provincial SAPS units.(1)
Labor Centers	Serve as field offices for inspectors to investigate child labor violations. Operated by Child Labor Intersectoral Support Groups (CLIGs).(1, 34)

Law enforcement agencies in South Africa took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, South African Department of Labor (SADOL) employed 1,542 labor inspectors and conducted over 101,792 routine inspections to protect vulnerable workers, including child laborers. The compliance level for these inspections was 54 percent.(1) A limited number of sources indicate that labor inspectors do not inspect farms without an invitation due to concerns of entering private property and concern over safety, which may leave children working in agriculture unprotected.(1, 34) SADOL does not have a central unit responsible for delivering training programs for labor inspectors.(1) However, SADOL trained labor inspectors on child labor issues in 2013.(1) The Government

# South Africa

## SIGNIFICANT ADVANCEMENT

allocated over \$40 million to SADOL for inspection and enforcement service during the year.(1) In the beginning months of 2013, SADOL publicized a number of child labor cases through a press release to highlight the severity of child labor-related offenses.(36) However, the Government does not make complete statistics publicly available on the number of child labor investigations opened, closed or resolved, or the number of citations and convictions made.(1) Depending on the type of offense, child labor violations are tried in either a criminal or labor court.(11)

When cases involve foreign nationals, inspectors send the cases to the Department of Home Affairs (DHA) before the cases are taken on by the South African Department of Justice and Constitutional Development (SADOJ). Inspectors also refer these cases to social workers to determine if a child worker is in need of care or protection.(1, 37) However, a shortage of social workers may delay this practice. The Department of Social Development (DSD) has acknowledged the shortage of social workers and is working to address the need for more social workers by offering scholarships to students interested in pursuing that field of study.(34, 37)

### *Criminal Law Enforcement*

In 2013, the National Prosecuting Authority (NPA) trained 150 prosecutors and 60 additional staff on the new trafficking law. During the reporting period, the Government supported the IOM's training of 950 officials on trafficking issues, including legal frameworks, agency roles, and identification criteria.(5) In 2013, the Government had five ongoing cases involving child trafficking. Also, during the reporting period, the Government convicted one child trafficker.(5) However, the Government does not publish comprehensive data on human trafficking cases, prosecutions, or convictions. In addition, investigators lack sufficient training on how to identify human trafficking situations.(10)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Implementation Committee on Child Labor (ICCL)	Monitors and supports advocacy and awareness raising; mainstreaming of child labor into government policies; and the implementation of child labor programs, legislation, and enforcement.(1, 35, 38, 39) Chaired by SADOL; members include representatives from commercial agriculture, trade unions, government agencies, and SAPS.(1) Includes provincial level child labor coordinating structures that fully participate in the Committee's efforts.(4, 38).
Child Labor Intersectoral Support Groups (CLIGs)	Aims to prevent child labor, including in scavenging and trafficking. Established by SADOL, members include multiple Government agencies and are managed by child labor coordinators in each province.(1, 34)
Trafficking in Persons Task Team (TPT)	Coordinates the Government's anti-trafficking efforts. Led by the NPA's Sexual Offenses and Community Affairs Unit and SADOJ's Victim Support Directorate, members include SADOL, DSD, and DHA, as well as other representatives of national law enforcement.(1, 5)

In 2013, ICCL met on a bimonthly basis, and members submitted progress reports on efforts to implement the country's national strategy to eliminate child labor to the executive branch.(1) During the reporting period, members of TPT took lead roles in coordinating agency efforts to comply with the new Trafficking Law.(5)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of South Africa has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Child Labor Action Program for South Africa, Phase III (CLPA)†	Serves as the primary policy instrument to prevent and eliminate child labor in South Africa.(11, 26) Calls for activities across the Government and the promotion of new laws against the worst forms of child labor.(1, 11, 26) Also includes a list of indicators to monitor the Government's efforts against child labor.(26)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
South African Education Action Plan to 2014*	Serves as the first phase of a comprehensive national education plan through 2025. Focuses on addressing 27 education goals, including ensuring that all students stay enrolled in school through age 15.(40)
National Development Plan 2030*	Provides a comprehensive development plan for South Africa, including economic development, education, and social protection.(41)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

During the reporting period, SADOJ began drafting a new anti-trafficking National Action Plan.(5)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of South Africa funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Child Support Grant‡	Government program that provides monthly direct cash transfer to primary caregivers vulnerable children.(1, 2, 15, 34, 38, 42, 43) Helps alleviate economic pressures and lower the cost of raising a child.(1, 2, 11, 15, 38, 42, 43) Reaches more than 10 million children.(34) Sources have indicated that as a result of the Child Support Grant, recipients may be less likely to send their children away for child labor and are more likely to have positive educational outcomes.(1, 2, 34, 44)
Old Age Pension‡	Government program that provides cash transfers to eligible adults over age 60. Assessments of the Pension's impact indicate that children's school attendance and completion increase and child labor decreases in rural households with male pension recipients, especially for boys in households with male recipients.(1, 43, 45) Studies also indicate a decrease in the total hours worked by children, especially among girls.(1, 43, 45)
Care Dependency Grants and Foster Care Grants*‡	Government program that helps families and children, including those vulnerable to the worst forms of child labor, by encouraging children to remain in school and not enter the labor market.(1)
Social Service Program*‡	DSD program that administers social services to vulnerable individuals, including child laborers, based on referrals from social workers.(1, 14, 15, 37)
National School Nutrition Program*‡	Government program that provides school meals to vulnerable children.(33, 34, 46)
Hotline‡	Government program that funds an NGO-operated hotline, which refers child labor complaints to government protection agencies or the SAPS.(1)
Shelters and Care Centers*‡	DSD program that funds 13 shelters and oversees 17 NGO-operated care centers for victims of abuse and trafficking, including children.(5, 9, 10)
Awareness Raising Campaigns‡	Government program that conducts anti-trafficking awareness campaigns. In 2013, the Government conducted 22 trainings to more than 1,700 students.(5)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research.(47)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of South Africa.

The Government has identified constraints on its capacity to offer social protection for children. For example, the child protection system still lacks the skilled staff to assist the majority of children who need care.(15, 37) Although South Africa has programs that target child labor, the scope of these programs is insufficient, including in agriculture and domestic work.(1, 2) In addition, it is unknown how many complaints related to child labor were made to the Government's hotline.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in South Africa (Table 9).



**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Promulgate the 2013 Trafficking in Persons Bill.	2013
Enforcement	Establish and enforce appropriate procedures to protect the safety of labor inspectors and allow for and facilitate labor inspections in all regulated areas, including on farms.	2009 – 2013
	Publicly report the number of child labor cases and child trafficking cases opened, closed, and resolved, and the number of convictions or penalties assessed.	2009 – 2013
	Provide sufficient training and systems for law enforcement personnel to identify the worst forms of child labor, including human trafficking cases.	2009 – 2013
	Increase the number of social workers to ensure protections against hazardous work for children of legal working age.	2011 – 2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
Social Programs	Conduct research to determine the activities carried out by children working in forestry to inform policies and programs.	2013
	Collect systematic data on the number of child laborers and on the worst forms of child labor.	2010 – 2013
	Implement programs to ensure that all children have birth certificates.	2010 – 2013
	Ensure that education is freely available and accessible to all children.	2009 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2013
	Dedicate sufficient resources to better ensure support to children in the social protection system.	2011 – 2013
	Institute programs to address the worst forms of child labor in agriculture and domestic work.	2010 – 2013
	Disaggregate the number of complaints made to the Government's hotline that relate to child labor.	2013

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# South Sudan

## MINIMAL ADVANCEMENT

*In 2013, South Sudan made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite ongoing political and ethnic conflict, the Government of South Sudan provided training on child rights to child protection officers. However, children in South Sudan continue to engage in child labor in agriculture and in the worst forms of child labor in armed conflict. The Government is receiving this assessment because the Sudan People's Liberation Army (SPLA) used children in military operations against armed groups allied to David Yau Yau and has recruited and used children in the conflict that began on December 15, 2013. Militia groups also recruited children for armed conflict during the year. In addition, gaps in legislation continue to put children at risk and child labor laws are not effectively enforced.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

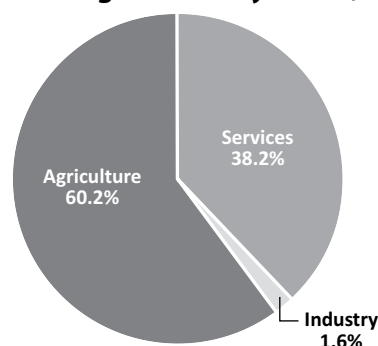
Children in South Sudan are engaged in child labor in agriculture and in the worst forms of child labor in armed conflict. (1, 2) Table 1 provides key indicators on children's work and education in South Sudan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	45.6 (463,624)
Attending School (%)	5-14 yrs.	31.5
Combining Work and School (%)	10-14 yrs.	10.9
Primary Completion Rate (%)	Unavailable	

Source for primary completion rate: UNESCO Institute for Statistics, 2014.(3)  
Source for all other data: Understanding Children's Work Project's analysis of statistics from Fifth Housing and Population Census, 2008.(4)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown* (5, 6)
	Cattle herding† (5-7)
Industry	Breaking rocks to make gravel*† (8, 9)
	Construction, activities unknown*† (5, 10, 11)
	Brick making* (1)
	Mining*† (1)
	Domestic work (1, 7, 11-13)
Services	Street work, including market vending, washing cars, polishing shoes, collecting empty bottles, and pushing delivery carts* (11, 13-17)
	Scrap metal collection* (18)
	Cow dung collection* (7)
	Work in slaughterhouses* (19)
Categorical Worst Forms of Child Labor‡	Forced labor in cattle herding, domestic service, construction, brick making,* rock breaking, begging, and market vending (10, 11, 15, 20, 21)
	Commercial sexual exploitation sometimes as a result of human trafficking (11, 13, 15, 19, 22, 23)
	Use of children in illicit activities, such as selling drugs* (10)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Use of children as border patrols,* community police officers,* and bodyguards to military commanders* (24)
	Use of underage children in armed conflict, sometimes as a result of forced recruitment (15, 23, 25, 26)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Although the SPLA released children from within its ranks during the year, it also used children, some of them in military operations against armed groups allied to David Yau Yau.(6, 11, 15, 19, 27, 28) The SPLA also used and recruited child soldiers in the conflict that began on December 15, 2013.(6, 11) Some public officials subjected girls to domestic servitude, and children were recruited by government security forces to serve in noncombatant roles during the year.(6, 15) Children were used to patrol the border between Uror and Pibor counties; in Uror county, children performed community policing activities.(24, 28)

Children remain within the ranks of the Lord's Resistance Army and are used as cooks, porters, concubines, and combatants. Some of these children have since been taken to other countries, such as the Central African Republic and the Democratic Republic of the Congo.(11, 15) Militia groups, such as the White Army, also recruited children, some of them forcibly, throughout the year and during the December 15 conflict.(6, 11, 15, 25, 26, 29) In addition, during a military parade for armed groups allied to David Yau Yau, children were seen serving as bodyguards to commanders.(24)

In 2013, the status of Abyei, an area claimed by South Sudan but controlled by the northern Sudanese government, was not resolved and inter-ethnic conflict continued, resulting in more than 468,000 displaced persons and refugees in South Sudan.(26, 30, 31) The December 15 conflict also resulted in hundreds dead and 40,000 South Sudanese and foreigners taking refuge at UN bases.(32) The ongoing conflict diminished the Government's ability to deliver aid, provide education, and address the worst forms of child labor.(11, 23, 31, 33-36)




In South Sudan, only 30 percent of children under the age of 5 have a birth certificate. Unable to prove citizenship, nonregistered children may have difficulty accessing services such as education.(37, 38)

Food insecurity and high cost of living may also impede access to education in South Sudan, as many families may not be able to afford to send their children to school.(31, 39-42) Many children (especially in rural areas) do not have access to schools, often due to the lack of infrastructure.(1, 33, 43-45) Schools were occupied, destroyed, and damaged by armed groups and armed forces during the year.(27, 28, 46) The lack of access to education may increase the risk of children's involvement in the worst forms of child labor. In addition, there has not been a comprehensive child labor survey in South Sudan.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

South Sudan has ratified two key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

# South Sudan

## MINIMAL ADVANCEMENT

In November 2013, South Sudan's national legislative assembly passed a bill to allow for the ratification of the UN CRC and the two optional protocols. The President must sign the bill before the UN CRC and optional protocols are ratified.(19, 47) The Government has not ratified the Palermo Protocol.

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 25.3 of the Child Act (48)
Minimum Age for Hazardous Work	Yes	18	Article 22.3 and 25.1 of the Child Act (48)
List of Hazardous Occupations Prohibited for Children	Yes		Article 25.2 of the Child Act (48)
Prohibition of Forced Labor	Yes		Article 277 of the Penal Code; Article 13 of the Constitution (49, 50)
Prohibition of Child Trafficking	Yes		Article 22.3(b) of the Child Act; Articles 269, 270, 278, 279, 281, 282 of the Penal Code; Article 17.1 of the Constitution (48-50)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 22.3(c) and (d) of the Child Act; Article 258 and 276 of the Penal Code (48, 49)
Prohibition of Using Children in Illicit Activities	Yes		Article 24.1 of the Child Act (48)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 31.1 of the Child Act (48)
Minimum Age for Voluntary Military Service	Yes	18	Article 31.1 of the Child Act (48)
Compulsory Education Age	Yes	13	Article 9.1(b) of the General Education Act (19, 51)
Free Public Education	Yes		Article 6(a) of the General Education Act; Article 14.1 of the Child Act; Article 29.2 of the Constitution (1, 5, 48, 50)

Children working in unpaid employment do not have the same protections under child labor laws and regulations as children working in paid employment.(48) Primary education in South Sudan lasts 8 years and the General Education Act indicates that a child must be enrolled in school at age 5 to 6 years.(19, 51) This means that children are only required to attend school until the age of 13. This standard makes children ages 13 and 14 particularly vulnerable to the worst forms of child labor, as they are not required to be in school, but are not legally permitted to work either.(19) In addition, even though laws provide for free primary education, in practice, parents must often pay teachers' salaries, a cost that is prohibitive for many families.(1, 33, 43). The cost of uniforms also keeps some children from attending school.(13)

In 2013, the SPLA Chief of General Staff signed a directive on the Child Protection Punitive Order, which instructs commanders to identify persons under the age of 18 following a unit inspection.(6) However, only two units completed inspections during the reporting period.(11) It is unclear whether this directive will contribute to the release of children from SPLA ranks. The Government also drafted an updated list of hazardous work for children during the year; the list has not been finalized.(52) In addition, the 2012 Labor Bill is still being finalized.(17, 19)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Public Service, and Human Resource Development (MoLPS&HRD)	Develop labor policies, enforce child labor laws, conduct workplace inspections, and oversee the operation of vocational training centers.(1, 48, 53) Through the Ministry's Child Labor Unit, investigate cases of child labor.(6)
Ministry of Gender and Social Welfare	Coordinate activities on children's rights and act as the focal ministry for child protection.(38)
SPLA's Child Protection Unit	Identify child soldiers and provide training on children's rights to child protection officers and members of the SPLA.(54)



**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Ministry of Interior	Enforce criminal laws to combat human trafficking and maintain a database on crime statistics.(55)
Ministry of Justice	Protect citizens' rights and enforce the Comprehensive Peace Agreement and the Constitution, including child protection provisions in those laws.(5, 56)
South Sudan Police Services	Enforce criminal laws related to the worst forms of child labor.(1, 19)
Human Rights Commission	Raise awareness of human rights, monitor the application of human rights in the Constitution, and investigate complaints regarding human rights violations, such as human trafficking.(57, 58)

Criminal law enforcement agencies in South Sudan took some action to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

### *Labor Law Enforcement*

The Ministry of Labor, Public Service, and Human Resource Development (MoLPS & HRD) has an estimated 10 labor inspectors and two investigators in its Child Labor Unit, which appears to be insufficient for the size of the population.(5, 19) MoLPS & HRD officials also reported that they lack sufficient resources to conduct labor investigations.(11) Prosecutors and law enforcement officials are not familiar with the Child Act, which prohibits the worst forms of child labor, as it has not been adequately disseminated.(19, 38, 59)

The Government of South Sudan established the Federal Labor Statistics and Information Center to compile statistics and publish reports, including those on labor inspection activities.(60) However, it appears that the Government did not collect, maintain, or make such information accessible to the public.(19) Research did not reveal whether labor inspectors receive training, the number of child labor citations, or if penalties were applied for any citations issued during the reporting period.(19)

### *Criminal Law Enforcement*

In 2013, the Child Protection Unit (CPU) trained 1,043 child protection officers on child rights. The CPU also vowed to take measures against soldiers found abusing children and called on members of the SPLA to report all children within its ranks.(61, 62) In addition, SPLA commanders received training on child protection; approximately 300 new police recruits received anti-trafficking training during the year.(15, 54) Despite these efforts, the SPLA recruited children during the reporting period even though the Child Act sets the minimum age for voluntary military recruitment at 18.(19, 48)

Although the Joint Action Plan to Combat the Use of Child Soldiers commits the SPLA to hold its military officers accountable for the recruitment or use of children, the Government did not investigate or prosecute officers who committed such crimes.(15) Research found no information on the enforcement of criminal laws that relate to the worst forms of child labor, including the number of investigations, prosecutions, convictions, or whether appropriate penalties were applied.

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Coordinate efforts to combat the worst forms of child labor across government ministries. Led by the MoLPS&HRD.(6)
Disarmament Demobilization Reintegration Commission	Oversee and coordinate the implementation of the 1-year Joint Action Plan to Combat the Use of Child Soldiers and reintegrate children formerly engaged in armed conflict.(1, 15, 23, 63)

Research could not uncover whether the National Steering Committee on Child Labor coordinated activities to combat child labor in 2013.(11)

# South Sudan

## MINIMAL ADVANCEMENT

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of South Sudan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Joint Action Plan to Combat the Use of Child Soldiers	Requires the SPLA to demobilize children within its ranks.(64) Aims to improve efforts to verify the age of new recruits and to provide reintegration services, such as vocational training, to demobilized children.(15) Implementation support through UN.(65, 66)
MoLPS&HRD's Policy Framework and Strategic Plan (2012–2016)	Aims to eliminate child labor and support best practices in occupational safety and health in all work places.(67, 68)
South Sudan Development Plan (2011–2013)	Provides cash transfers to households with children under the age of five, seeks to provide children affected by armed conflict with reintegration services, and aims to improve access to and the quality of education.(69)
UN Development Assistance Framework (2012–2013)	Seeks to improve education access and quality and includes provisions for social protection and the reintegration of ex-combatants.(70)
War Disabled, Widows and Orphans Commission Policy (2010–2014)*	Aims to provide orphans with services such as education and training.(71)

\* The impact of this policy on child labor does not appear to have been studied.

The Government of South Sudan implemented the Joint Action Plan to Combat the Use of Child Soldiers by removing children from within the SPLA's ranks until the conflict that began on December 15, 2013.(15, 72) The Joint Action Plan does not provide effective reintegration services for girls and some SPLA officers continue to deny that children exist in their ranks. In addition, the Government has repeatedly missed its deadlines for demobilizing all child soldiers as agreed in the Joint Action Plan.(15, 62)

In 2013, the Government of South Sudan drafted a National Social Protection Policy and a Policy on Children Without Appropriate Care and Support, which have yet to be adopted.(73, 74) It is unclear whether the UN Development Assistance Framework was adopted or if it is being implemented.(70) It is also unclear whether an implementation timeline and budget exist for the War Disabled, Widows and Orphans Commission Policy.(71)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of South Sudan participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description and Objectives
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in South Sudan.(75)
Tackling Child Labor through Education Project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and Caribbean countries and the Pacific group of states.(76) Aims to improve the child labor and education legal framework, strengthen the government's capacity to develop and implement child labor strategies, carry out activities to combat child labor, and collect data on child labor and education in South Sudan.(76)
World Bank Grant*	\$9 million World Bank-funded program that aims to improve employment and financing opportunities for youth and women, including by supporting 50,000 small business entrepreneurs and generating 250 jobs.(77)
UNICEF Country Program	UNICEF-funded program implemented by the Government from 2012 to 2013 that aimed to develop child protection systems with an emphasis on birth registration, child-sensitive justice system, and reintegration services for children affected by armed conflict.(78)
Refugee assistance programs*	Government programs to assist refugees and allow the return of South Sudanese (including families and children) from the north. Receive support from the United Nations High Commissioner for Refugees, IOM, USAID, USDOS, and other organizations and include the provision of food, shelter, emergency reintegration, and livelihood assistance.(23, 79-81)

\* The impact of this program on child labor does not appear to have been studied.

Although South Sudan has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including in agriculture. Reports also suggest that the level and amount of rehabilitation services provided to child soldiers are not sufficient to meet the total need.(82, 83)

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in South Sudan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Raise the compulsory education age to 14 to be equivalent to the minimum age for work.	2013
	Ensure that relevant child labor laws and regulations apply equally to children working in paid and unpaid employment.	2012 – 2013
	Ratify the Palermo Protocol and UN CRC Optional Protocols on the Involvement of Children in Armed Conflict and on the Sale of Children, Child Prostitution and Child Pornography.	2013
	Finalize the updated list of hazardous work for children and 2012 Labor Bill.	2013
Enforcement	Provide sufficient human and financial resources and personnel training for effective inspection and enforcement efforts.	2012 – 2013
	Ensure that prosecutors and law enforcement officials are familiar with the Child Act, which prohibits the worst forms of child labor.	2013
	Track and make publicly accessible information on the number of child labor citations, as well as prosecutions, convictions, and whether appropriate penalties were applied for crimes involving worst forms of child labor.	2012 – 2013
	Investigate and prosecute officers responsible for the recruitment or use of children in armed conflict.	2013
	Implement the laws that provide for free education and the Child Act, which sets the minimum age for military recruitment at age 18.	2012 – 2013
Coordination	Ensure that the National Steering Committee on Child Labor is able to coordinate activities to combat child labor.	2013
Government Policies	Cease the use of children in combat by the SPLA.	2013
	Sustain efforts to demobilize and reintegrate child soldiers from the ranks of the SPLA and militia groups by implementing the Joint Action Plan to Combat the Use of Child Soldiers.	2012 – 2013
	Integrate gender concerns into the Joint Action Plan to Combat the Use of Child Soldiers.	2013
	Reinvigorate efforts to implement existing policies, such as the UN Development Assistance Framework.	2012 – 2013
	Ensure that the War Disabled, Widows, and Orphans Commission Policy has an appropriate budget and implementation timeline.	2012 – 2013
	Assess the impact that existing policies may have on addressing child labor.	2013
Social Programs	Strengthen efforts to lessen the impact that food insecurity and the high cost of living may have on rural populations.	2012 – 2013
	Raise awareness among SPLA officers on child labor issues and public officials on the dangers of child domestic labor.	2013
	Establish and implement a program to address the lack of school infrastructure, which impedes children's access to education.	2012 – 2013
	Assess the impact that social protection programs have had on efforts to eliminate the worst forms of child labor.	2012 – 2013
	Ensure the registration of all children at birth.	2013
	Ensure that schools are child-friendly by prohibiting the occupation of schools by armed groups and armed forces.	2013
	Conduct a national child labor survey.	2013
	Increase the scope of social programs to reach more children at risk of child labor, including in agriculture.	2012 – 2013

# South Sudan

## MINIMAL ADVANCEMENT

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# Sri Lanka

## MODERATE ADVANCEMENT

*In 2013, Sri Lanka made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government reactivated its National Steering Committee (NSC) on child labor; launched a project to create a child labor free district by 2016 which will serve as a model to be replicated in all 25 districts; and assisted in the formation of 755 Child Protection Committees in schools across the country in part to prevent trafficking of children. It also implemented an innovative, fully automated Labor Inspection System Application that supports on-site inspection processes. However, children in Sri Lanka continue to engage in child labor in agriculture and manufacturing. The Government's enforcement efforts continued to be weak, particularly with regards to hazardous child labor.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Sri Lanka are engaged in child labor in agriculture and manufacturing. (1-4) Table 1 provides key indicators on children's work and education in Sri Lanka.



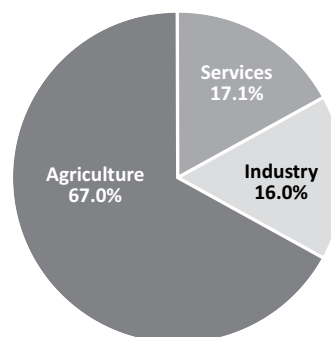
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	9.2 (302,865)
Attending School (%)	5-14 yrs.	97.8
Combining Work and School (%)	7-14 yrs.	10.4
Primary Completion Rate (%)		96.9

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Activity Survey, 2008–2009.(6)

**Figure 1. Working Children by Sector, Ages 5-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2-4)
	Fishing,* including deep-water fishing*† (1, 3)
Industry	Manufacturing, activities unknown (3, 4)
	Mining,† including gem mining* (1, 3, 7, 8)
	Construction, activities unknown (1, 8)
	Production of fireworks*† (1)
Services	Domestic work (2, 3)
	Transportation, activities unknown (3, 8)
	Street vending and begging (1, 3, 8)

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1-4, 9)
	Domestic service and begging as a result of human trafficking (1, 2)
	Forced labor in domestic service, agriculture, fish-drying,* and fireworks* industries (2, 9)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

There are reports that children are subjected to bonded and forced labor in domestic service and in agriculture on dry zone farming areas (tea estates). Although information is limited, there are reports that children are also subjected to bonded and forced labor in the fireworks and fish-drying industries.(2, 9)

The Government reports that the employment of children, particularly young girls, as domestic workers in Colombo has decreased over the last few years due to better implementation of child protection laws.(10) However, children, particularly from former conflict zones and rural and estate areas, continue to be employed as domestic workers by households in Colombo and other urban areas.(1, 10) Domestic service is a largely unregulated and undocumented sector. Some child domestics are subject to physical, sexual, and emotional abuse; there are also reports of rural child domestic workers in debt bondage living in third-party households.(2, 3, 9)

Children, predominantly boys, are trafficked internally for commercial sexual exploitation in coastal areas as part of the sex tourism industry.(2, 3, 9) Children are also trafficked internally and abroad to work as domestic servants, primarily in Middle Eastern countries, which can leave them vulnerable to labor and sexual exploitation.(9, 11) Some child domestic workers trafficked to Colombo households are subjected to nonpayment of wages, and restrictions on their movement, along with the hazards discussed above.(2, 9, 12)







The Government's 2008/2009 Child Activity Survey excluded the inaccessible Northern Province due to civil conflict occurring at the time of research.(13) The Government has reported that a child activity survey in Northern Province is planned for 2014.(14)

Most children in Sri Lanka have access to basic education.(5) However, barriers to education access include uneven distribution of schools, inadequate school infrastructure facilities, and problems with teacher deployment and training. This is particularly true in the Northern and Eastern Provinces, which have been affected by the civil conflict that ended in 2009.(15)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Sri Lanka has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Sections 13, 34 of The Employment of Women, Young Persons, and Children Act No. 47 of 1956 (16)
Minimum Age for Hazardous Work	Yes	18	Section 20A of The Employment of Women, Young Persons, and Children Act No. 47 of 1956 (16)
List of Hazardous Occupations Prohibited for Children	Yes		Hazardous Employment Amendment to the Employment of Women, Young Persons, and Children Act No. 47 of 1956 (17)
Prohibition of Forced Labor	Yes		Section 358A of the Penal Code (Amendment) Act No. 16 of 2006 (18)
Prohibition of Child Trafficking	Yes		Section 360 of the Penal Code (Amendment) Act No. 16 of 2006; Section 360 of the Penal Code (Amendment) Act No. 22 of 1995 (18, 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 286 of the Penal Code (Amendment) Act No. 29 of 1998; Section 360 of the Penal Code (Amendment) Act No. 22 of 1995 (19, 20)
Prohibition of Using Children in Illicit Activities	Yes		Section 360C of the Penal Code (Amendment) Act No 16 of 2006; Section 288B of the Penal code (Amendment) Act No. 29 of 1998 (18, 20)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Hazardous Occupation Regulation of 2010 (17, 21)
Compulsory Education Age	Yes	14	Education Ordinance; Compulsory Attendance of Children at Schools Regulation No 1 of 1997 (22-24)
Free Public Education	Yes		Section 47 of the Education Ordinance (23)

\* No conscription or no standing military.

In 2013, the Ministry of Justice prepared two bills which, if passed, will contribute to combating child labor, including its worst forms. The Children Judicial Protection Bill requires increased collaboration between the court, police, and Department of Probation and Child Care Services (DPCCS).(14) The Obscene Publication Bill updates legislation outlawing child pornography and is under consideration by the Attorney General. Additionally, the Ministry of Education (MOE) has drafted an amendment to increase the compulsory education age to 16 years.(14)

The legal framework does not cover domestic workers in third-party homes.(3)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Labor Relations' (MOLLR) Department of Labor (DOL)	Enforce child labor laws. Has existing mechanisms in place at the national and district level offices for the public to use when filing complaints on child labor.(25)
Women and Children's Bureau of the Sri Lankan Police (WCBSLP)	Enforce laws on child labor, child trafficking, and commercial sexual exploitation of children.(8)
National Child Protection Authority (NCPA) Police Unit	Investigate complaints and tasked with prevention and victim protection.(8)

**Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)**

Organization/Agency	Role
Department of Probation and Child Care Services (DPCCS)	Coordinate services for children found during inspections. Children are referred by the court to DPCCS which is part of the Ministry of Child Development and Women's Affairs (MCDWA).(8) Under the direction of DPCCS, case workers refer child laborers and children involved in commercial sexual exploitation and trafficking to psychosocial and protection services, including four shelters and two national training and counseling centers. Centers provide victims with medical, legal, psychosocial, life skills, and vocational skills training.(9, 26, 27)

Law enforcement agencies in Sri Lanka took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, DOL's labor inspectorate employed 428 labor officers to enforce all labor laws, including those related to child labor.(8) DOL conducted an enforcement training program and training-of-trainer programs on child labor and hazardous child labor for police, probation and child labor officers, and a workshop at the police training college.(8) DOL also introduced a new labor inspection form, which has an increased number of questions on child labor, and prepared training manuals on the worst forms of child labor, including hazardous child labor regulations.(8, 14) However, government officials maintain that DOL's capacity to enforce hazardous occupation regulations is weak and not all enforcement officers have received training.(8)

During the reporting period, DOL conducted 54,213 labor inspections, including 231 special child labor inspections.(8, 14) Ten children were removed or assisted as a result of the inspections, and two penalties for child labor violations were issued and fines were collected.(8)

MOLLR launched the Labor Inspection System Application (LISA), which is the first of its kind in South Asia. The fully automated system supports on-site inspection processes where authorized personnel can use a hand-held tablet to enter data on inspections as they occur, and track and monitor their status and disposition. The system was developed with funding support from USDOL and technical support from the ILO.(28) Labor officers will be provided with the tablet computers with the customized application to record inspection findings. Inspectors can use the application to monitor and track specific children and ensure that they do not return to child labor once they have been identified and removed.(29) As of February 2014, 400 tablet computers were purchased, the system had been successfully piloted and implemented regionally, and labor inspectors were trained in anticipation of nationwide implementation.(29, 30)

### *Criminal Law Enforcement*

In 2013, the Women and Children's Bureau of the Sri Lankan Police (WCBSLP) had 45 officers and 36 branch operations throughout the country.(8) In the remaining police stations without WCBSLP representation, the officers in charge oversee functions of the division.(8) The WCBSLP received three cases on human trafficking, however it is not known if these cases involved children.(31)

The National Child Protection Authority (NCPA) Police Unit has approximately 40 police officers who investigate complaints involving children including child labor. NCPA also has approximately 250 child protection officers based in the districts who are tasked with prevention and victim protection.(8, 32) During the reporting period, it initiated one investigation on a suspected child trafficking case.(31)

Complaints on child labor, child commercial sexual exploitation, and child trafficking violations can be made via a hotline to the WCBSLP and the NCPA. Both the WCBSLP and the NCPA face a shortage of funds that affects their ability to carry out their mandate.(8)

The Government of Sri Lanka acknowledges and is committed to investigating allegations of previous recruitment and the use of children in armed conflict by non-state armed forces. While some recruiters of child soldiers were killed during the conflict, research has found no evidence of prosecutions and convictions of living survivors who violated the law on children and armed conflict.(33-36)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Steering Committee on Child Labor (NSC)	Coordinate the implementation of the Roadmap to End the Worst Forms of Child Labor (2011–2016), the Government's key mechanism for the elimination of the worst forms of child labor.(1, 25, 37) Chaired by the Secretary of MOLLR and includes representatives from key government agencies, employer and workers' organizations, ILO, UNICEF, and other NGOs.(25)
NCPA	Coordinate actions along with the NSC to protect children, including against the worst forms of child labor.(12, 25) Assist children who are victims of physical and sexual abuse, sexual exploitation, and armed conflict through formulating policies and enforcing laws, coordinating groups, and conducting research and mobilizing resources. Independent agency under MCDWA.(38, 39)
National Anti-Trafficking Task Force (NTF)	Coordinate government anti-trafficking interventions among ministries, departments, law enforcement agencies, and civil society groups. Review related legislation and recommend legal and policy reforms on the country's response to trafficking in persons.(8) Led by the Ministry of Justice and includes representatives from NCPA, Sri Lanka Police, Immigration, Foreign Employment Bureau, and other private, nongovernmental, and civil society groups.(8, 31)
WCBSLP	Coordinate government efforts to combat child trafficking, forced child labor, the commercial sexual exploitation of children, and the involvement of children in illicit activities in coordination with the NCPA.(8, 39)

In 2013, the NSC held two meetings after a year of inactivity. As a result of these meetings, the NSC developed a draft child labor policy and identified three sectors where child labor surveys should be conducted: plantations, fisheries, and fireworks sectors.(8)

During the reporting period, the National Anti-Trafficking Task Force (NTF) produced an update to its National Plan of Action and created a subcommittee to address confusion among government officials and the public over trafficking terminology. Under its oversight, a Ministry of Child Development and Women's Affairs (MCDWA) subcommittee developed guidelines for operation of the trafficking victims shelter opened in December 2012.(31)

During the reporting period, the NCPA began a review of why laws on human trafficking have not been implemented effectively with regards to children.(31) It also conducted 74 public awareness programs among estate sector employees, and created 755 Child Protection Committees in schools across the country in part to prevent trafficking of children.(31) The DPCCS conducted 25 public awareness programs on protection of children from child sex trafficking.(31)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Sri Lanka has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Roadmap to End the Worst Forms of Child Labor (2011–2016)	Specifies time-bound goals, including developing and/or strengthening the management, coordination, implementation, resource mobilization, and reporting of programs that will lead to the elimination of the worst forms of child labor by 2016.(1) Provides district-level mainstreaming strategies to address specific sectors of child labor, including armed conflict, plantations, fisheries, and tourism. Outlines strategies to include child labor issues within social protection and education goals.(1) Implemented by NSC.(8) In 2013, NSC began implementing a limited number of Roadmap activities due to limited funds.(8) MOLLR and District Secretariat of Ratnapura, with assistance from the ILO, began a project to make Ratnapura District a child labor free zone by 2016. Will serve as a pilot project to raise awareness and train government officials so that it can be expanded to other districts in the future.(8)



**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
The National Human Resources and Employment Policy for Sri Lanka (NHREP) (2012)	Provides an overarching umbrella framework to several existing national policies related to employment and human resources formulated by different ministries. Sets eliminating child labor in hazardous activities as a priority and a goal of zero tolerance for the worst forms of child labor by 2016.(40)
National Education Sector Development Framework and Program II (ESDFP-II) (2012–2016)*	Aims to increase the equitable access, quality, and delivery of education. Supports accelerated learning and non-formal education for dropouts from the formal education system. Implemented by the Ministry of Education (MOE).(41)
National Plan of Action on Anti-Human Trafficking	Developed by NTF.(25) In 2013, NTF updated the plan and the majority of activities completed were related to awareness raising and training.(31)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Government drafted a National Child Protection Policy. The policy is intended to ensure effective coordination among all organizations and actors working for the protection and development of children in Sri Lanka, and outlines key policy recommendations including strengthening and expanding non-formal education opportunities for vulnerable children (including child laborers) in geographic locations with the highest concentrations of vulnerable households. It recommends measures to prevent and eliminate the trafficking of children including through improved detection and identification of traffickers and victims, and to provide greater protections to child victims.(42) The Government reported that Ministry of Labor and Labor Relations (MOLLR) is finalizing the draft policy.(14)

During the reporting period, the NSC drafted a new national child labor policy with technical assistance from the ILO. The draft policy aims to end the worst forms of child labor by 2016 through a variety of activities including effective enforcement of relevant laws and mainstreaming child labor into key development policies and programs.(8)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Sri Lanka funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Ratnapura District Child Labor Free Zone by 2016†	Ratnapura District's project includes identification of children engaged in child labor, a rehabilitation program, assistance to families of children at risk of engaging in child labor, and an awareness campaign. Operated by the District Secretariat of Ratnapura with assistance from the MOLLR and technical and financial support from the ILO. Will serve as a model to be replicated in all 25 districts in Sri Lanka.(43)
Shelter for Victims of Human Trafficking‡	MCDWA shelter provides victims with safe shelter and access to medical, psychological, and legal assistance. Opened in December 2012 with a grant from USDOS, and is the first shelter for trafficking victims including child trafficking victims.(8, 44)
Transforming School Education	\$100 million World Bank financed, 5-year education project to support the ESDFP. Objectives include promoting access to primary and secondary education, improving the quality of education, and strengthening governance and delivery of education services.(45) Appoints school attendance committees to promote school enrollment and attendance, and runs school nutrition and health programs.(25)
New Beginnings for Children Affected by Conflict and Violence	USAID-funded project implemented by Save the Children and DPCCS. Objectives include improving care and protection for children, and strengthening child protection mechanisms.(46)
Decent Work Country Program (DWCP)†	ILO technical assistance project detailing the policies, strategies, and results required to realize progress toward the goal of decent work for all. Program has four strategies to reduce the worst forms of child labor (WFCL): capacity building for mainstreaming WFCL into sectorial plans and programs, area-based integrated approach within districts, strengthening institutional mechanisms for improved coordination and monitoring, and development of a knowledge-base for tracking progress.(47) DWCP outcomes are linked to UNDAF and NHREP outcomes. MOLLR has committed to the budget and to prioritize this program's agenda to combat the worst forms of child labor.(47)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
United Nations Development Assistance Framework (UNDAF)†	An agreement pegging UN assistance to Sri Lanka's long-term development priorities with the goal of sustainable and inclusive economic growth with equitable access to quality social services, strengthened human capabilities, and reconciliation for lasting peace. Stipulates that UN agencies will support national efforts to strengthen justice for children and achieve the goal of zero tolerance of the worst forms of child labor, including the trafficking of children for exploitative employment.(48)

† Program was launched during the reporting period.

‡ Program is funded by the Government of Sri Lanka.

In early 2013, the ILO, in partnership with the Sri Lanka Press Institute and the Sri Lanka Press Complaints Commission, and with support from the NTF, released a Media Guide on Reporting on Human Trafficking and Forced Labor. It was developed for all electronic and print media to encourage accurate reporting of cases on human trafficking and forced labor. It also aims to ensure protection of victims and increase public awareness of the phenomenon.(49)

Also during the reporting period, DOL conducted awareness programs on hazardous child labor. Programs targeted school children and social partners including principals, teachers, parents, family health officers, taxi drivers, fishing villages, and tourist resorts. The programs included printing and distributing new training guides and pamphlets on child labor for social partners.(8) In addition, DOL aired television programs including a cartoon and interviews to publicize the hazardous labor laws. DOL reported an increase in the number of inquiries requesting clarification on the application of the law after the programs aired.(8)

The MOE continued its effort to improve education for the children of plantation workers who are vulnerable to dangerous forms of child labor, such as domestic work in third-party homes outside the plantations. The MOE also conducted teacher training for plantation teachers; held supplementary classes for secondary school-aged children; and took steps to improve math, science, and English skills of plantation school children.(8)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Sri Lanka (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend laws to protect children engaged in domestic service.	2010 – 2013
	Ratify the Palermo Protocol on Trafficking in Persons.	2013
Enforcement	Provide adequate resources for the enforcement of child labor and child trafficking laws.	2012 – 2013
	Provide labor officers with training on approaches to identify children engaged in hazardous occupations.	2012 – 2013
	Provide additional funding for the police and NCPA to adequately carry out investigations on child trafficking and the commercial sexual exploitation of children.	2011 – 2013
	Prosecute individuals who have violated laws related to children's exploitation in the armed conflict.	2009 – 2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
Social Programs	Conduct a child labor assessment in the Northern Province and incorporate findings into policies and programs.	2011 – 2013
	Conduct research to determine specific activities carried out by children working in farming, manufacturing, construction, and transportation to inform policies and programs.	2013
	Eliminate barriers to education, including uneven distribution of schools, inadequate facilities, and problems with teacher deployment and training.	2012 – 2013

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*In 2013, Suriname made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government began participating in a multi-country USDOL-funded project to enhance capacity to combat child labor. During this time, the Government also implemented a national child labor survey. The Government continued to expand education programs for vulnerable populations and took anti-trafficking efforts by taking steps to establish a shelter for child trafficking victims. However, children in Suriname continue to engage in child labor in mining and in the worst forms of child labor in commercial sexual exploitation. Suriname has not risen the compulsory education age to equal the minimum age for employment. Additionally, Suriname does not collect or publish data on child labor inspections and violations.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Suriname are engaged in child labor in mining and in the worst forms of child labor in commercial sexual exploitation.(3-8, 10, 11) Table 1 provides key indicators on children's work and education in Suriname.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.4 (6,671)
Attending School (%)	5-14 yrs.	95.8
Combining Work and School (%)	7-14 yrs.	6.6
Primary Completion Rate (%)		87.8

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS Survey, 2010.(2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (3, 4)
Industry	Mining, particularly gold mining (3-8)
Services	Street work, including street vending* (3, 4, 6, 7, 9)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking* (3, 4, 6-8, 10, 11)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children, predominantly boys, work in Suriname's gold mines.(3-6) In gold mining, children carry heavy loads and are exposed to mercury, excessive noise, and extreme heat common to Suriname. Child miners are vulnerable to being crushed by collapsing sand walls.(5)

The commercial sexual exploitation of children continues to be a problem, including in mining camps in the country's interior.(3, 4, 6, 7, 11) Limited evidence suggests girls are also trafficked within Suriname for commercial sexual exploitation.(7, 11) According to recent reports, children's involvement in street vending may be declining.(9)






# Suriname

## MODERATE ADVANCEMENT

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Suriname has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Code (3-7, 12)
Minimum Age for Hazardous Work	Yes	18	Labor Code (3-6, 12)
List of Hazardous Occupations Prohibited for Children	Yes		Decree on Hazardous Labor for Youth (13, 14)
Prohibition of Forced Labor	Yes		Constitution (6, 15)
Prohibition of Child Trafficking	Yes		Penal Code (6, 7, 12, 16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (3, 4, 6, 7, 12)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code; Narcotics Act (3, 4, 6, 7, 12)
Minimum Age for Compulsory Military Recruitment	N/A*		There is no military conscription in Suriname (17)
Minimum Age for Voluntary Military Service	Yes	18	Legal Status of Military Personnel Act (6, 17)
Compulsory Education Age	Yes	12	Law on Basic Education (4-7, 13)
Free Public Education	Yes		Constitution (15)

\* No conscription or no standing military.

Article 20 of the Law on Basic Education requires children to attend school until they are at least age 12.(4-6, 13) This leaves children between ages 12 and 14 particularly vulnerable to the worst forms of child labor, as they are no longer required to attend school and are not legally permitted to work.(3)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor, Technology, and Environment (MLTE)/ Department of Labor Inspections (DLI)	Enforce laws related to child labor in the formal sector.(5, 6)
Ministry of Justice and Police (MJP)	Enforce criminal laws related to child labor. Monitor and enforce child labor laws in the informal sector, including on the streets.(4, 6, 7)

Law enforcement agencies in Suriname took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor Technology and Employment (MLTE) employs 80 inspectors.<sup>(7)</sup> Standard training for all labor inspectors includes identification of child labor violations.<sup>(7)</sup> In 2013, the MLTE conducted inspections of companies, checking for compliance in several areas of labor law, including child labor.<sup>(7)</sup> However, information on the number of inspections conducted by MLTE and child labor violations found as a result in 2013 is not available.<sup>(7)</sup>

### *Criminal Law Enforcement*

The Youth Affairs Police (YAP) within Ministry of Justice and Police (MJP) covers law enforcement involving children under age 18 and is jointly responsible for child labor-related crimes.<sup>(4, 6)</sup> When the YAP finds children working on the street, these children are sometimes registered and sent home without being referred to any relevant services.<sup>(6, 7)</sup> MJP's Anti-trafficking Police Unit (TIP) investigates reports and allegations of trafficking in persons and forced sexual exploitation nationwide, including cases involving children.<sup>(6, 7)</sup> In 2013, MJP's TIP organized three human trafficking training sessions for police officers. The unit currently has 14 full-time officers, an increase of 6 inspectors over 2012.<sup>(4, 7, 13)</sup> Child trafficking victims are referred to shelters that provide the necessary services.<sup>(3, 4, 16)</sup> During the reporting period, four children were identified as potential trafficking victims, and as a result of investigations, the Government referred these victims to NGOs that provided protective services.<sup>(4, 7)</sup>

According to the Government Prosecutor's Office, there were three ongoing child labor cases during the reporting period, all involving trafficking and sexual exploitation. Two were initiated in 2013, and verdicts in all remained pending at the end of the year.<sup>(7)</sup>

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Commission for the Elimination of Child Labor (NCECL)	Coordinate efforts to combat child labor, including by researching different forms of child labor, advising on policy related to combating child labor, and formulating an action plan. <sup>(7)</sup> Comprises 11 members with representation from Presidential Commission on Child and Adolescent Policy; labor unions; private sector entities; academic institutions; NGOs; and the Ministries of Social Affairs, Education, Regional Development, Justice and Police, and MLTE. <sup>(3, 4, 7)</sup>
Anti-Trafficking Working Group	Coordinate Government's anti-trafficking efforts. <sup>(3, 4, 6, 7)</sup> Provide care to victims of trafficking through government-supported NGOs. <sup>(7, 18)</sup> Has seven members, six from government agencies and one representing the NGO community. Initiatives include those that target the worst forms of child labor, such as commercial sexual exploitation of children. <sup>(4, 6, 7)</sup>

In October 2013, the Anti-Trafficking Working Group hosted a 4-day workshop on combatting trafficking in persons for stakeholder groups with the goal of developing a unified strategy.<sup>(7, 18)</sup>

## **V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Suriname has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Children's Action Plan	Establishes intergovernmental strategies to address children's rights and child labor. Implemented by the Ministry of Social affairs. <sup>(23)</sup>
Roadmap to Combat Human Trafficking in Suriname	Outlines policy to combat trafficking in persons. Council of Ministries approved policy in April 2014. <sup>(13)</sup>

# Suriname

## MODERATE ADVANCEMENT

In 2013, the National Commission for the Elimination of Child Labor (NCECL) began drafting a National Action Plan on Combatting Child Labor, but it has not yet been adopted.(7)

The Government of Suriname also participates in several regional initiatives to address child labor. Suriname's Ministry of Transport, Communication, and Tourism participates in the Joint Group for the Elimination of Commercial Sexual Exploitation of Children in Tourism. The Group, which comprises members from the Ministries of Tourism of 10 Latin American countries, implements awareness-raising campaigns throughout the region.(4, 6, 7) Suriname is also a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism and whose members include Bolivia, Brazil, Chile, Colombia, Ecuador, Peru, Uruguay, and Venezuela.(19)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Suriname funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor project†	USDOL-funded capacity building project in at least 10 countries. In Suriname, aims to build local and national capacity of the Government to address child labor by improving monitoring and enforcement of laws and policies related to child labor.(20) Will support a national child labor survey to inform effective policy development.(20)
Child and Youth Hotline‡	Government-run hotline that provides confidential advice to children in need, including victims of the worst forms of child labor.(21)
Anti-trafficking Hotline‡	Government-sponsored hotline through which citizens can provide information to police about trafficking cases, though it received no calls in 2013.(7, 11)
Human Trafficking Awareness Programs	Government funds anti-trafficking activities. In 2013, Anti-trafficking Working Group carried out four-day workshop on linking the work of various government agencies to address trafficking in persons.(7, 13, 18)
Afterschool Program*‡	Ministry of Education after-school program for primary students, which offers meals and homework assistance. Ministry of Education continued to implement a school-based feeding program for children from low-income families.(4, 6, 22) In 2013, program expanded to include more primary schools.(7)
Basic Education Program*	\$14 million Inter-American Development Bank project to improve basic education. Implemented through the Ministry of Education. Aims to enhance education quality and reduce student dropout rates.(4, 6) Five major project components are enacting institutional reform, updating school curricula, improving educational materials, enhancing teacher capacity, and providing technical assistance.(4, 7)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Suriname.

In addition to the above efforts, the Ministry of Social Affairs began the process of establishing a shelter for child trafficking victims. During the reporting period, the Ministry began hiring and training shelter staff.(7)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Suriname (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Increase the compulsory education age to at least 14, the minimum age for work.	2009 – 2013
Enforcement	Collect and make publicly available information of labor inspections and violations related to the worst forms of child labor.	2012 – 2013
	Create a mechanism to refer children discovered working on the streets to appropriate services, helping to prevent their return to work.	2010 – 2013
Social Programs	Assess the impact that existing education programs may have on child labor.	2009 – 2013

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# Swaziland

## MINIMAL ADVANCEMENT

*In 2013, Swaziland made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government extended free education through grade five and designated three newly hired labor inspectors as child labor investigators. However, children in Swaziland continue to engage in child labor in agriculture and livestock herding. While the Government has improved the legal framework on the worst forms of child labor in recent years, significant gaps in laws remain, including the lack of a list of hazardous occupations prohibited for children or a compulsory education age. Additionally, the roles and responsibilities of coordinating agencies in combatting the worst forms of child labor are not clear.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Swaziland are engaged in child labor, including in agriculture and livestock herding.(3-5) Table 1 provides key indicators on children's work and education in Swaziland.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	11.7 (35,368)
Attending School (%)	5-14 yrs.	92.5
Combining Work and School (%)	7-14 yrs.	13.0
Primary Completion Rate (%)		76.8

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS 4 Survey, 2010.(2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Growing maize,* picking cotton,* and harvesting sugarcane* (3-5)
	Herding cattle* and other livestock* (3, 4)
Industry	Work in factories* (6)
Services	Domestic service (3, 4)
	Work on the streets as vendors, bus attendants, taxi conductors, and porters (4, 6)
Categorical Worst Forms of Child Labor‡	Herding livestock,* domestic service, agriculture, and market vending as a result of human trafficking (6-8)
	Commercial sexual exploitation (3, 7)
	Growing, manufacturing, and selling drugs* (4)
	Serving alcohol in alcohol selling establishments* (4)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Swaziland has one of the world's highest HIV/AIDS prevalence rates, affecting more than a quarter of the population. According to UNICEF's 2010 Multiple Indicator Cluster Survey, 23.6 percent of children under 18 have lost at least one parent, mostly as a result of HIV/AIDS.(9-11) Furthermore, a source indicates that orphans face unfair and unequal treatment in schools.(3) These factors may increase the risk of children's involvement in the worst forms of child labor. Although the Government has conducted general labor force surveys, the surveys did not cover child labor,









and the Government has not made it a policy to collect data on the worst forms of child labor.(12-14)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Swaziland has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Children's Protection and Welfare Act (15)
Minimum Age for Hazardous Work	Yes	18	Children's Protection and Welfare Act (15)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution (16)
Prohibition of Child Trafficking	Yes		People Trafficking and People Smuggling (Prohibition) Act (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Crimes Act and General Pornography Act (6)
Prohibition of Using Children in Illicit Activities	Yes		Children's Protection and Welfare Act (15)
Minimum Age for Compulsory Military Recruitment	Yes	18	Umbutfo Swaziland Defense Force Act (3, 18)
Minimum Age for Voluntary Military Service	Yes	18	Umbutfo Swaziland Defense Force Act (3, 18)
Compulsory Education Age	No		
Free Public Education	Yes		Constitution; Free Primary Education Act (16, 19)

Swaziland lacks a list of hazardous occupations that are prohibited for children, but the Government has indicated its intention to adopt such a list through regulation by the Minister of Labor and Social Security (MLSS).(19) The Employment Act excludes domestic employment, agricultural, and family undertakings from the minimum age provisions.(20) Swaziland also lacks a compulsory education law.(6, 8, 19) Children's vulnerability is further increased by illegal and substantial school fees that are required by school officials and create a barrier to education.(3) In addition, while the Government has drafted a Sexual Offenses and Domestic Violence Bill, it is yet to be enacted.(3) Finally, a 1998 Administrative Order, Act No. 6, grants local chiefs the power to require any resident, including children, to perform agricultural and other work, or else be penalized, is reported to still be used, despite the High Court's declaration that it's null and void.(4, 7, 21, 22)

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations related to child labor, including its worst forms. However, the specific roles of agencies in enforcing child labor laws and whether the

# Swaziland

## MINIMAL ADVANCEMENT

mechanisms for referral to social welfare and other agencies exist, is not clear (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)	Enforce child labor laws and promote relations between labor, government, and business through tripartite dialogue.(3, 23)
Department of Social Welfare	Enforce child labor laws by looking out for the interests of vulnerable populations, including orphans, children, and elderly people.(3, 23)
Royal Swaziland Police	Enforce child labor laws, including any related to children, and participate in the National Children's Coordination Unit (NCCU).(3, 23)

Labor law enforcement agencies in Swaziland took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

### *Labor Law Enforcement*

In 2013, the MLSS hired 14 new labor inspectors and now employs a total of 30 labor inspectors.(3) However, the Government reported that it employed 32 labor inspectors during the previous reporting period.(19) Three of the new inspectors were designated as child labor investigators and provided specialized child labor training by the International Labor Organization.(3) The MLSS conducted 3,028 labor inspections during the year.(3) A source indicates that no child labor violations were reported although children are working in the informal sector. The MLSS indicates that it does not have sufficient resources, including transportation, to conduct inspections.(3) In addition, there does not appear to be a system to record child labor complaints.

### *Criminal Law Enforcement*

In 2013, research found no actions taken to enforce criminal laws pertinent to child labor, including its worst forms. No information was available on the number of investigations, prosecutions, or convictions.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Children's Coordination Unit under the Deputy Prime Minister's Office	Coordinate efforts on child labor including policy and advocacy and oversee implementation and monitoring of the National Plan of Action (NAP) for Children.(23)
Anti-Human Trafficking Task Force	Exchange information on cases of trafficking between relevant stakeholders.(3)

In 2013, the Government continued to work on establishing a Child Labor Unit under the MLSS to coordinate issues related to child labor.(3) The Government has also created of a National Task Team that includes all ministries that deal with children.(19) However, the roles and activities of these different entities and how they relate to child labor, are not clear.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Swaziland has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Action Program on the Elimination of Child Labor (APEC) of 2008	Serves as the primary policy framework for the prevention and elimination of child labor, with the goal of eradicating the worst forms by 2015. The APEC focuses on six key areas: legislation and enforcement; empowerment of vulnerable households; education and training; public awareness and social community mobilization; withdrawal, rehabilitation, and social reintegration; and institutional capacity.(6, 12)
National Plan of Action for Orphans and Vulnerable Children (2011-2015) *	Includes nine strategic objectives, including education, psychosocial support, child protection, and research and monitoring and supports orphans and vulnerable children's (OVC's) enrollment in school. Does not explicitly address child labor, but includes child laborers as among the most vulnerable children.(24)
National Children's Policy (2009)*	Represents the policy framework of the Children's Protection and Welfare Act.(19)
National Social Development Policy (2010)*	Provides protections for children including OVCs, street children, children with disabilities, and others.(19)
Education Sector Policy (2011)*	Seeks to provide equitable access to education.(19)
National Strategic Framework and Action Plan to Combat People Trafficking†	Assigns responsibilities to relevant Government agencies on trafficking in persons.(25)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The Action Program on the Elimination of Child Labor (APEC) of 2008 was never implemented and technically expired in 2012.(3, 6, 19) The new APEC was drafted by the National Task Team and aims to improve implementation of the APEC and better reflect new legal requirements due to the passage of the Children's Protection and Welfare Act in 2013 but was not adopted.(3, 6, 19)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Swaziland participated in and funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Free Primary Education Program (FPE)*‡	Government program to provide free primary education expanded in 2013 to children in grades one through five and will extend to grade six in early 2014.(3)
NAP for Children‡	Government NAP that implements the Children's Protection and Welfare Act and covers children engaged in harmful, hazardous, and exploitative work.(19)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Swaziland.(26)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Swaziland.

Despite the Government's efforts to provide free education through grade five, the Government has yet to provide free education up to grade seven as the Constitution and the free primary education act require.(3, 16, 19) Government resources allocated to education, the fight against HIV/AIDS, and other social protection programs that may impact the worst forms of child labor are still limited, and existing social programs lack components on child labor.(3, 27)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Swaziland (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact into law or regulation a list of hazardous occupations that are prohibited for children.	2012 – 2013
	Ensure that minimum age laws apply to domestic employment, agricultural, and family undertakings.	2013
	Establish a compulsory education age that is consistent with the minimum age for employment.	2009 – 2013
	Enact the Sexual Offenses and Domestic Violence Bill to further protect children from commercial sexual exploitation and prostitution.	2009 – 2013
	Repeal 1998 Administrative Order, Act No. 6.	2010, 2012, 2013
Enforcement	Clarify the roles of institutional mechanisms for the enforcement of laws and regulations related to child labor, including its worst forms.	2013
	Provide adequate resources, including transportation, to conduct labor inspections.	2013
	Develop and implement a labor inspection strategy that targets locations where children are found working and conducts inspections with sufficient frequency.	2011 – 2013
	Enforce the law that guarantee's a child's right to a free education.	2013
	Develop a system to record child labor complaints.	2009 – 2013
	Make information publicly available on the number of investigations, prosecutions, and convictions.	2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor, clarify the roles of member agencies, and report their activities.	2010 – 2013
Government Policies	Pass and implement the new APEC.	2012 – 2013
	Assess the National Action Plan on Orphans and Vulnerable Children, National Policy on Children, the National Social Development Policy, and the Education Sector Policy and their impact on the worst forms of child labor.	2010 – 2013
Social Programs	Expand primary education beyond grade five.	2010 – 2013
	Collect data on the worst forms of child labor.	2009 – 2013
	Expand and improve programs to combat child labor, including the integration of a child labor component into existing social programs such as those on HIV/AIDS.	2010 – 2013

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# Tanzania

## MODERATE ADVANCEMENT

*In 2013, the United Republic of Tanzania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government finalized its list of hazardous child labor and hired 10 additional labor officers; trained police officers, investigators, and prosecutors on child labor and human trafficking; and established 14 district child labor committees. The Government also continued to support programs on the elimination of child labor. However, children in Tanzania continue to engage in child labor in agriculture and mining. Gaps remain in laws regulating the voluntary military recruitment of children and children's engagement in illicit activities.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tanzania are engaged in child labor in agriculture and mining.(1-8) Table 1 provides key indicators on children's work and education in Tanzania.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	25.1 (3,157,442)
Attending School (%)	5-14 yrs.	74.1
Combining Work and School (%)	7-14 yrs.	21.6
Primary Completion Rate (%)		80.8

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Panel Survey, 2010-2011.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Cultivation of coffee, sisal, tea, tobacco, and cloves (6, 11-14)
	Ploughing, weeding, harvesting, and processing crops (7)
	Seaweed farming*† (1, 15)
	Production of sugarcane*† (8)
	Livestock herding,* including tending cattle* (7, 16, 17)
	Fishing,* including for Nile perch (4-6, 11, 18)
Industry	Quarrying stone,* and breaking rocks to produce gravel* (1, 6, 8, 15, 18, 19)
	Mining,† including gold and tanzanite (7, 8, 20-25)
	Manufacturing* (7, 8)
	Construction,*† including carrying bricks,† bricklaying, and assisting masons (7, 8, 26)
Services	Domestic service, including child care, cooking, and washing (6, 7, 13, 27-30)
	Work on the streets, including vending, shoe shining, petty business, portering, and scavenging (7, 27, 31-35)
	Work in the tourism industry*† as guides, vendors, and hotel cleaners† (1)
	Work as barmaids* (32, 36)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (4, 7)
	Forced begging* (34)
	Forced labor in domestic service, agriculture, mining, fishing, commercial trading, quarrying, shoe shining, pushing carts, and working in factories, sometimes as a result of human trafficking (4, 37-40)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Tanzania is a source, transit, and destination country for child trafficking. (1, 4) Trafficking of children for forced labor and commercial sexual exploitation is a problem in Tanzania, which particularly affects children trafficked internally. (4, 39) Trafficking often involves family members, friends, or brokers, who promise rural families jobs or assistance with education for their children in the urban areas of Arusha, Dar es Salaam, and Mwanza. (39) Children are trafficked for domestic service, and girls are trafficked for commercial sexual exploitation, including along the Kenya-Tanzania border and in touristic areas in the country. (6, 37, 39, 40) Children from Burundi, Uganda, Rwanda, and the Democratic Republic of Congo are trafficked to Tanzania for mining, domestic work, and agricultural labor. (4, 37, 41, 42)

## II. Legal Framework on the Worst Forms of Child Labor

Tanzania has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 5 of the Employment and Labor Relations Act No. 6 of 2004; Article 77 of the Law of the Child Act of 2009 (43, 44)
	Yes	17 18	Articles 116 and 117 of the Zanzibar Labor Act of 1997; Article 7 of the Zanzibar Employment Act No. 11 of 2005; Article 2 and 99 of the Zanzibar Children's Act of 2011 (45-47)
Minimum Age for Hazardous Work	Yes	18	Article 5 of the Employment and Labor Relations Act No. 6 of 2004; Article 82 of the Law of the Child Act of 2009; Article 8 of the Zanzibar Employment Act No. 11 of 2005; Article 100 of the of the Zanzibar Children's Act of 2011 (43, 44, 46, 47)
List of Hazardous Occupations Prohibited for Children	Yes		Article 5 of the Employment and Labor Relations Act No. 6 of 2004; Article 82 of the Law of the Child Act of 2009; Article 8 of the Zanzibar Employment Act No. 11 of 2005 ; Article 100 of the of the Zanzibar Children's Act of 2011 ; List of Hazards (8, 43, 44, 46, 47)
Prohibition of Forced Labor	Yes		Article 25 of the Constitution; Article 80 of Article 82 of the Law of the Child Act of 2009; Article 6 of the Employment and Labor Relations Act No. 6 of 2004; Article 102 of the of the Zanzibar Children's Act of 2011; Article 5 of the Zanzibar Employment Act No. 11 of 2005 (43, 44, 46-48)
Prohibition of Child Trafficking	Yes		Article 4 of the Anti-trafficking in Persons Act of 2008 (49)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 138b of the Sexual Offences Special Provisions Act of 1998; Article 155 Penal Code of Zanzibar; Article 110 of the Zanzibar Children's Act of 2011; Article 83 of the Law of the Child Act of 2009 (44, 47, 50)
Prohibition of Using Children in Illicit Activities	Yes		Article 53 of the Zanzibar Children's Act of 2011 (47)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 29 of the National Defense Act of 1966 (51)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	15	Article 35 of the National Education Act of 1978 (52)
Free Public Education	Yes		Education Sector Development Program 2012–2016, Primary Education Development Plan (2002–2006) (53, 54)

\* No conscription or no standing military.

During the reporting period, Tanzania's Constitution was under review.(2) As part of their constitutional review, district governments recommended incorporating child labor issues into the Constitution.(2)

Tanzania's Constitution stipulates which laws apply across the entire United Republic; labor laws are not included.(48, 55) Therefore, mainland Tanzania and Zanzibar have separate legislation governing child labor.(1) In addition to mainland Tanzania's and Zanzibar's legal frameworks on child labor, some districts have incorporated restrictions against child labor into their local by-laws.(13, 20, 56)

Because mainland Tanzania and Zanzibar have different labor laws, each has a different minimum age for work and laws governing hazardous labor.(43, 44, 46–48, 51) Zanzibar has two different minimum ages for work. Article 100 of the Zanzibar Children's Act of 2011 prohibits children under age 18 from working, while the Zanzibar Employment Act and Act 116 of the Zanzibar Labor Act of 2007 stipulate age 17 as the minimum age for work.(45–47) In contrast, the minimum age for work on mainland Tanzania is 14.(43, 44)

While the Constitution and mainland Employment and Labor Relations Act, Law of the Child Act of 2009, Zanzibar Children's Act of 2011, and Zanzibar Employment Act No. 11 of 2005 prohibit forced labor, the National Defense Act and the Constitution include exceptions for forced labor through compulsory national service.(43, 45–48, 51) The Zanzibar Employment Act permits children in Zanzibar under the minimum working age to engage in domestic work. However, the mainland law does not explicitly prohibit child domestic work.(43, 46)

While Zanzibar clearly stipulates the prohibition of the use of children for illicit activities, mainland Tanzania does not.(46, 47) The mainland law does not clearly provide penalties for using children for illicit activities, including the production and trafficking of drugs. During the reporting period, the Government finalized its list of hazardous work, which applies to mainland Tanzania.(8, 57)

Although Tanzania's age for voluntary military recruitment is 18, children under 18 years of age may volunteer with the consent of parents, guardians, or, if orphaned, that of the local district commission.(51, 58, 59) The law does not stipulate any restrictions on children under age 18 engaging in combat, and, therefore, it is unclear whether this law complies with the provisions of ILO C. 182.

While primary education is free, students or their parents are required to contribute money to pay for books, school feeding programs, the construction of classrooms, and the provision of teachers' houses.(6, 8, 60) In addition, corporal punishment in schools is lawful in Tanzania and, while information is limited, data have shown that the use of corporal punishment by teachers may increase dropouts.(18, 61–64) Furthermore, some children may lack birth registration, which makes it difficult for them to access education and health and other social services.(23, 28, 48, 65) As a result of HIV/AIDS, some children must work for survival; thus, they become head of household and are unable to attend school.(28, 57)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Employment (MOLE) (mainland)–Child Labor Unit	Enforce child labor laws at the national level.(1, 6)
MOLE (mainland)–Labor Administration and Inspection Section	Coordinate labor inspections carried out by the area offices and prepare, review, and recommend guidelines on labor inspection services and compliance with labor legislation. Provide legal guidance upon request; disseminate information to employers and employees on their rights and obligations; and assist area offices in conducting labor inspections.(66)
MOLE (mainland)–Labor Officers	Inspect locales for suspected violations of child labor laws.(1) Assigned to each region of Tanzania. Respond to reports of child labor violations, issue noncompliance orders, and report incidents to local police authorities and other responsible ministries.(1) Accept complaints about violations of child labor law.(1)
Ministry of Community Development, Gender and Children	Enforce child protection laws and regulations and employ community development officers to monitor child labor at the district and village levels and report findings to the Regional Administration and Local Government (PMORALG).(2, 16) Coordinate all children issues through the Child Development Policy of 2008. Key advocate for the primary education agenda at the community level.(67)
Ministry of Health and Social Welfare	Implement, monitor, and evaluate health and social welfare policies, including those related to children. (68) Support vulnerable groups of children through the National Costed Action Plan for most vulnerable children.(67, 68) Employ Social Welfare Officers at the district level who monitor child labor at the district and village levels and report findings to the PMORALG.(69)
Ministry of Labor, Economic Empowerment and Cooperatives—Labor Commission (Zanzibar)	Enforce Zanzibar's child labor laws and administer provisions of the Zanzibar Labor Act, including inspections.(1, 13, 26) Investigate reports of child labor reported by police and refer cases to social welfare officers for support.(1, 13, 45, 66)
Ministry of Social Welfare and Youth Development (Zanzibar)—Child Protection Unit	Ensure compliance with child protection laws, including child labor.(68)
Police (mainland)	Include a trafficking desk and investigate cases of child labor reported to police stations, and in some cases, refer them to labor officers or solicit the assistance of social welfare officers. Include Gender and Children's desks to handle cases related to children.(13, 39, 70)
Police (Zanzibar)	Investigate and compile reports of incidents of child abuse, child labor, trafficking, rape, and other forms of child endangerment.(13, 39)
INTERPOL Criminal Investigation Department—INTERPOL National Central Bureau for Tanzania	Investigate various priority crimes, including trafficking in human beings and illegal immigration. Headed by a Commissioner of Police, staffed by 23 police officers, and includes focal points responsible for trafficking.(13, 71)
Ministry of Home Affairs (mainland)	Enforce anti-trafficking laws, including child trafficking.(13)
Ministry of Health and Social Welfare (Zanzibar)	Enforce anti-trafficking laws, including child trafficking.(13)

Law enforcement agencies in Tanzania took actions to combat child labor, including its worst forms.

### ***Labor Law Enforcement***

The Ministry of Labor and Employment (MOLE) regulations dictate that one or more labor officers be assigned to each region; however, Geita, Kagera, Katavi, Simiyu regions did not have a dedicated labor officer during the reporting period.(1) In 2013, the mainland MOLE hired 10 labor officers and employed 81 officers by the end of 2013.(1, 7) Eighty percent of the newly hired labor officers were stationed in the field, where child labor is more prevalent.(1) On the mainland, 3,092 labor inspections were conducted during the reporting year.(1, 7) Inspections were carried out in establishments covering the agriculture, mining, domestic service, hotels, trade, industry and commerce, construction, and fishing sectors.(7) Of the establishments inspected, 10 were found to be using children in their operations.(7) Information on the number of citations and penalties issued was not found. In Zanzibar, 240 labor inspections were conducted in 2013.(1) In some instances, cases are not pursued because of the cost of legal expenses; poor families,

# Tanzania

## MODERATE ADVANCEMENT

especially in rural areas, are often unable to pay for legal fees and transportation to participate in court hearings. Research did not find the number of child labor violations that resulted from the 240 labor inspections conducted in Zanzibar.

Budget figures for the Child Labor Unit on the mainland and Zanzibar were unavailable for 2013.(1) There is a lack of sufficient resources to thoroughly investigate reports of child labor, and the Child Labor Unit sometimes request support from NGOs to conduct field visits.(1)

### *Criminal Law Enforcement*

Of the trafficking in persons cases reported in 2013, three resulted in convictions; the other two were dismissed due to a lack of victims' testimony, evidence, and/or witnesses.(39) It is unclear whether these cases involved children.(39)

During the reporting period, new police officers, investigators, and prosecutors received training on child labor and human trafficking.(1, 39)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Intersectoral Committee on Child Labor (NISCC)	Oversee interagency child labor policy coordination, provide guidance on the overall implementation of child labor activities, and strengthen local structures' capacity to address child labor.(7, 36) Chaired by the Prime Minister's Office—PMORALG, members include the Ministries of Labor, Community Development, Gender and Children, and Health and Social Welfare, as well as NGOs.(1, 7, 27)
Anti-Trafficking Secretariat and Committee	Promote, define, and coordinate policy to prevent trafficking.(4, 39, 49)
Regional Task Force on Human Trafficking and Illegal Immigration	Maintain a list of service providers to which trafficking victims can be referred. Launched in 2013 in cooperation with IOM.(38, 72, 73)
District Child Labor Committees	Coordinate and oversee the implementation of efforts to eliminate child labor at the district level. Members include the District Executive Director, Officer Commanding District, District Community Development Office, District Education Officer, District Medical Officer, Social Welfare Officer, District Trade Officer, Legal Officer, Cooperative Officer, Planning Officer, representatives from regional affiliations, and representatives from NGOs and community-based organizations that deal with child labor.(2, 7) There were 14 district child labor committees during the reporting period.(7)
Village Child Labor Committee	Coordinate and oversee efforts related to child labor at the village level.(7)
Zanzibar Child Labor Steering Committee	Coordinate various implementing agencies responsible for child labor. Provide policy guidance on the Zanzibar National Action Plan to Combat Child Labor (NAP). Exchange information with the mainland Tanzania NISCC.(13)
Most Vulnerable Children Committees	Identify children involved in or at risk of becoming involved in child labor at the ward and village levels and refer children to social services.(2, 68)
Multi-sector Task Force on Violence Against Children	Implement the 3-year National Plan to Prevent and Respond to Violence Against Children and enforce the Law of the Child Act.(63, 74)

The National Intersectoral Committee on Child Labor (NISCC) met once during the reporting period. This meeting was insufficient to deal with the scope of the child labor problem in Tanzania.(39)

In 2013, the Anti-Trafficking Secretariat and Anti-Trafficking Committee met four times to draft and review regulations and standard operating procedures required for implementation of the 2008 Anti-Trafficking in Persons Act.(39)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Tanzania has established policies related to child labor, including its worst forms (Table 7).



**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan for the Elimination of Child Labor for Mainland Tanzania (2009)	Names key stakeholders and ministries responsible for child labor; proposes strategies for poverty alleviation, child labor monitoring, and child protection. Calls for capacity building for child labor law enforcement and evaluation efforts to combat the worst forms of child labor.(36, 75)
Zanzibar National Action Plan for the Elimination of Child Labor (2009)	Authorizes the Zanzibar Child Labor Steering Committee to provide policy guidance on child labor.(76)
National Strategy for Growth and Reduction of Poverty II (2011–2015)/MKUKUTA II*	Includes provisions for improving literacy rates, promoting schooling for out-of-school children, promoting children's rights, and providing social protection interventions to assist vulnerable populations, which may include families of working children. Eliminates primary school fees in Tanzania.(28, 77) Contributes to Tanzania's National Development Vision of 2025, which includes the issue of child labor.(78)
Zanzibar Strategy for Growth and Poverty Reduction II (2010–2015)/MKUZA II	Includes a number of specific activities to reduce child labor. Provides support for the rehabilitation and reintegration of children withdrawn from labor into the education system. Encourages district officials to incorporate simple versions of child labor into educational materials, establishes district-level child labor regulations, and strengthens the system for inspection and enforcement of child labor laws.(79) Contributes to Tanzania's National Development Vision of 2025, which includes the issue of child labor.(78)
National Costed Plan of Action for Most Vulnerable Children II (2013–2017)†	Includes child laborers among the most vulnerable children and aims to provide children with access to adequate care, support, protection, and basic social services.(57, 68, 75)
National Employment Policy (2007)	Requires the Government and partners to provide child labor guidelines and programs.(80)
Child Development Policy (2008)	Includes strategies for eliminating the worst forms of child labor.(75, 81)
Zanzibar Child Survival and Development Policy (2001)*	Supports the Government's commitment to the Convention on the Rights of the Child.(82)
National Social Protection Framework	Identifies child labor as a coping mechanism for families with economic risks and proposes strategies to improve sustainable livelihoods.(83)
National Plan of Action to Respond to Violence against Children*	Assigns responsibilities to various government agencies to address the issue of violence against children and gives Most Vulnerable Children Committees, Council Multi-Sectoral AIDS Committees, and District Child Protection Teams the responsibility of implementing the plan at the local level.(63, 84)
Primary Education Development Plan III (2012–2016) (PEDP III)*	Increases equitable access to pre-primary and primary education, raises the quality of education to ensure better learning outcomes for children, and addresses the root causes for school dropouts such as poor school infrastructure and violence in schools.(54, 75, 85)
Zanzibar Education Development Plan (ZEDP) 2008–2015*	Provides education and vocational education strategy to prepare children for the future workforce.(86)
Zanzibar Vocational Education and Training Policy (2005)*	Promotes government and private job training and preparation for youth.(87)
Tanzania Complimentary Basic Education and Training Program	Targets child laborers and provides child labor components in its curricula.(2, 75)
Vocational Education and Training Authority training program	Offers skills and entrepreneurship training to rural populations and incorporates child labor targets.(2)
Secondary Education Development Program II (2010–2015) (SEDP II)*	Contributes to increased enrollment, reduced dropouts, and improved learning in secondary schools.(88, 89)
United National Development Assistance Program (2011–2015)	Provides a secure and sustainable social protection system and addresses child labor.(90)
Decent Work Country Program (2013–2016)†	Identifies, with support from the ILO, four objectives of Decent Work: creating jobs; guaranteeing rights at work; extending social protection; and promoting social dialogue. Includes, as an outcome, improving the enabling environment for the elimination of child labor and its worst forms.(91, 92)
Common Country Program (2011–2015)	Recognizes child labor as a barrier to education and targets efforts towards achieving universal primary education in Tanzania.(93, 94)
Zanzibar Strategy for Growth and Reduction of Poverty (2010–2015)	Includes specific interventions to address child labor, such as building the capacity of key actors such as teachers and parents, child labor district officials, and community service organizations.(79)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
District Framework for Interventions on Child Labor in Tanzania	Guides district government in strategic approaches for district-based action against child labor.(3) Districts integrate child labor into individual district development plans and budgets, many by promoting enrollment and retention of children in basic education and targeting vulnerable households in poverty reduction initiatives.(3)
Plan of Action to Combat Commercial Sexual Exploitation of Children	Includes priorities and objectives to strengthen and support the capacity of families to protect and care for commercial sex victims and vulnerable children; mobilizes and strengthens community-based responses for care, support and protection of commercial sex victims and vulnerable children; ensures that legislation and policy strategies and programs are in place to protect commercial sex victims and other vulnerable children; and raises awareness and advocates for a conducive environment for vulnerable children.(63) The Plan was finalized but not adopted by Cabinet due to a lack of budgetary resources.(71)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

Information was not available on the amount of funding budgeted towards the implementation of the National Action Plans for the Elimination of Child Labor in mainland Tanzania and Zanzibar.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Tanzania funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
WEKEZA project	USDOL-funded, 4-year project implemented by the International Rescue Committee that supports children and youth “at-risk” or engaged in child labor in the Tanga and Kigoma regions, including those in domestic service and commercial agriculture in the sisal and tobacco sectors. Targets 8,000 children and 3,360 households with education and livelihood services. The Government sits on the WEKEZA national project advisory council.(2) In 2013, the Government contributed to a WEKEZA study that reported an increase in child school enrollment and a reduction in forced child migration and child labor as a result of the Tanzania Social Action Fund Conditional Cash Transfer. In one case, a child was brought back home so his family could get more cash from the program.(2) The study also revealed that some children are still engaged in child labor in order to purchase food.(95)
Global Research on Child Labor Measurement and Policy Development (MAP)†	USDOL-funded, 4-year research project implemented by the ILO and active in 10 countries, including Tanzania. Aims to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(96)
Expanding the Evidence Base and Reinforcing Policy Research for Scaling Up and Accelerating Action Against Child Labor	\$3.5 million USDOL-funded, 4-year global project implemented by the ILO that includes Tanzania and supports the implementation of a National Child Labor Survey.(97)
2025 Timebound Program on the Elimination of Child Labor	Provides a plan to eliminate the worst forms of child labor in Tanzania by 2025 and facilitates the formation of child labor committees at the district and regional levels.(98)
Food for Education program*	WFP-funded program that improves school attendance through support of community-led school meal initiatives and provision of daily school lunch to 700,000 primary school children in 1,167 schools in 16 drought-prone and food-insecure districts.(99) Constructs rainwater harvesting tanks to help schools access water for cooking and hygiene. In 2013, the program supported establishing 10 school gardens in northern Tanzania.(100)
Supporting the Establishment, Assistance and Referral Mechanisms for Child Victims of Trafficking in Tanzania†	\$1.4 million EU/UNDAP-funded, 3-year project that promotes structured measures at local and national level to eradicate child trafficking in Tanzania, including by developing standardized medical and psychological tools, setting up two shelters for child victims of trafficking in Arusha and Mwanza, and providing vocational skills training and medical and psychosocial care for child victims of trafficking.(101)
Supporting the implementation of the National Action Plan for the Elimination of Worst Forms of Child Labor in Tanzania (NAP)	\$280,800 Government of Brazil-funded, 2-year project that supports the implementation of the NAP.(102)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Promoting Sustainable Practices to Eradicate Child Labor in Tobacco (PROSPER program)	\$4.75 million Eliminating Child Labor in Tobacco Growing (ECLT) Foundation-funded, 4-year project implemented by Winrock International that targets 7,800 children and aims to reduce child labor in Tanzania's tobacco industry through targeted interventions to address social and economic factors that fuel child labor in the target districts of Urambo and Sikonge. Strengthens local and national structures to achieve child-free tobacco production in target districts.(103, 104)
Child Domestic Worker program	\$15,000 Anti-Slavery-funded project that provides small grants to child domestic workers, develops data on the health impacts of child domestic work, and advocates for legal reform.(105, 106) Local government leaders, religious leaders, community volunteers, and community groups build their capacity to address issues affecting child domestic workers.
Towards a Decent Life for Children, Youth and their Families in the Mining Sector II†	DANIDA-funded project that targets 243 boys and girls in Mirerani for withdrawal from child labor in mining. Also enrolls these children in primary or secondary education and provides women with income generating opportunities.(107)
Fighting Child Labor in Zanzibar project	\$1.4 million EU-funded, 3-year project that targets 5,000 children for withdrawal from child labor in nine districts in Unguja and Pemba. Pilots a multi-sectoral strategy to protect children from worst forms of child labor through strengthening national and local policies, frameworks, strategies, and institutions.(31, 108)
Child Labor Projects	Terre des Hommes-funded projects support the elimination of child labor, including the \$148,000 2-year, Support for Vulnerable Children and Child Laborers project; 2-year, \$128,000 CWCA Fight against Child Abuse and Exploitation project; 2-year, \$646,000 Community Empowerment for Elimination of Child Sexual Exploitation project; 2-year, \$362,000 St. Anthony Vocational Training for Child Laborers and Orphans project; and \$274,000 2-year Child Labor Project/Tuwawezeshe Watoto project. Provide legal aid clinics and community awareness activities for the prevention of child abuse, child labor, and child rights and provide child rights training in which the police, judiciary, social welfare and paralegal officers participate. Also withdraw victims from commercial sexual exploitation, stone quarries, fishing, child domestic work and mining through the provision of child-friendly services, including shelter, counseling, education, entrepreneurship skills, and vocational training alternatives. (109, 110)
Support Programme for Child Domestic Workers/Wote Sawa	\$975,000 Terres des Hommes/Anti-Slavery International/MamaCash-funded program that withdraws and trains child domestic workers, and establishes child domestic worker committees in Mwanza.(105, 110, 111) Empowers child domestic workers to advocate collectively for their rights, including through reporting cases of mistreatment to the local authorities. Advocates for the passage of ILO C. 189.
Eradicating the Worst Forms of Labor in the Eight Mining Wards of Geita District	\$ 1.1 million EU-funded, 3-year project that enhances social protection mechanisms for communities in order to prevent child labor and improves awareness of child labor among children, parents, and mining employers.(20, 108)
Tanzania Social Action Fund‡ conditional cash transfer program (TASAF CCT)	Government program that provides grants and a conditional cash transfer program (CCT) to vulnerable populations, including children.(2, 112, 113) The Government contributed to a USDOL-funded study implemented by the WEKEZA project that reported an increase in child school enrollment and a reduction in forced child migration and child labor as a result of the TASAF CCT.
Education Fund†*	Government program that supports the improvement of quality, equity, and increasing access to education at all levels in mainland Tanzania and higher education in Tanzania and Zanzibar.(114)
Child Labor Campaign‡	Government program that conducted a child labor sensitization campaign in 14 districts in August 2013.(2)
Big Results Now initiative*	Government program to improve the quality and availability of education. Supports teacher training, provision of learning materials, and school incentive grants to high performing schools, and includes efforts to construct schools, particularly at secondary level. However, due to constraints on resources for school construction, the Government has also encouraged communities to build and run their own schools while providing teachers and capitation grants once schools are established.(115)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Tanzania.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms in Tanzania (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify whether the minimum age for military recruitment meets the standards established in ILO C. 182.	2011 – 2013
	Adopt legislation that prohibits the use of children used for illicit activities on mainland Tanzania.	2013
	Establish penalties for the use of children for illicit activities, including the production and trafficking of drugs.	2012 – 2013
	Ensure laws protect children in domestic work.	2013
Enforcement	Provide the number of inspections, violations of laws, and citations related to child labor, including the number of child labor cases prosecuted in Zanzibar.	2012 – 2013
	Provide legal aid and other assistance to help poor families access the judicial system.	2011 – 2013
	Appoint a dedicated labor officer to each region.	2013
	Provide budget figures for child labor activities within the Ministries of Labor on mainland Tanzania and Zanzibar.	2013
	Provide adequate resources to conduct child labor inspections.	2013
	Collect and publish disaggregated data on child trafficking cases, including number investigations, prosecutions, penalties, and convictions.	2013
Coordination	Conduct regular meetings of the National Intersectoral Child Labor Committee and develop concrete goals for the committee.	2011 – 2013
Government Policies	Assess the impact that existing social and education policies may have on addressing child labor, including its worst forms.	2011 – 2013
	Ensure that the Plan of Action to Combat Commercial Sexual Exploitation of Children is approved and implemented, and that information on its activities is made available.	2013
	Coordinate national- and district-level activities and provide full funding for government policies, including the National Action Plan for the Elimination of Child Labor and the National Plan of Action to Respond to Violence Against Children.	2010 – 2013
Social Programs	Assess the impact that existing social programs may have on addressing child labor, including its worst forms.	2012 – 2013
	Provide assistance to families to help them address barriers to education, such as corporal punishment, lack of birth registration, and lack of resources to pay school costs, including school meals.	2010 – 2013

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# Tanzania

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*In 2013, Thailand made a moderate advancement in efforts to eliminate the worst forms of child labor. Despite political unrest during the year and the Government entering caretaker status in November 2013, the Government took several actions to address child labor. In collaboration with the private sector, the Government focused on prevention efforts to combat labor abuses, including child labor, in the fishing sector. Fishing coordination centers were created in seven provinces to increase protection for workers, including strengthening monitoring through inspections and registering of workers. In addition, the Government enacted the Transnational Organized Crime Act and ratified the UN Trafficking in Persons Protocol in order to strengthen institutional frameworks on transnational organized crimes that can include the worst forms of child labor and human trafficking. The Government improved its data collection systems for reporting on identification and investigations of trafficking cases, and reported on the number of child victims involved in these cases. However, children in Thailand continue to engage in child labor in agriculture, including in the shrimp and seafood processing sector, and in the worst forms of child labor in commercial sexual exploitation. Thailand remains weak in its enforcement efforts, particularly in the home-based business sectors. The Government also lacks current nationwide data on child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Thailand are engaged in child labor in agriculture, including in the shrimp and seafood processing sector, and in the worst forms of child labor in commercial sexual exploitation.(1, 2) Table 1 provides key indicators on children's work and education in Thailand.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	13.0 (1,302,267)
Attending School (%)	5-14 yrs.	96.3
Combining Work and School (%)	7-14 yrs.	14.4
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005-06.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Processing shrimp and seafood* (1, 5-7)
	Fishing,* activities unknown (8)
	Planting and harvesting sugarcane (9)
	Production of rubber,* roses,* and oranges* (10)
Industry	Manufacturing, including garment production (11, 12)

# Thailand

## MODERATE ADVANCEMENT

**Table 2. Overview of Children’s Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service (10, 13)
	Muay Thai paid fighters (14-17)
	Work in karaoke bars,† restaurants, and gas stations (2, 5, 12)
	Street work, including begging and vending (7, 10)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including in the production of pornography, sometimes as a result of human trafficking (5, 12, 18)
	Vending, begging, and domestic service as a result of human trafficking (5, 19-23)
	Forced labor in the production of garments, in shrimp and seafood processing, in domestic service, and in begging (5, 8, 11, 22, 24)
	Use of children in armed violence, such as serving as scouts, informants, and committing acts of arson (12, 25)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Shrimp and seafood processing occurs in the central and southern coastal regions of Thailand. The majority of child laborers in this sector are between the ages of 15 and 17, and both boys and girls are equally engaged in labor, with slightly more girls working than boys.(26) Child labor in the shrimp and seafood processing sector is predominantly among migrant children, but it is also found among Thai children in the southern provinces.(26)

Children as young as age 7 are paid to fight in a form of boxing called *Muay Thai*, in which they use knees, elbows, hands, and feet to fight, with no protective equipment.(14-17) Work in a gambling place is deemed hazardous by Thai law; however, gamblers place bets on the children fighting.(16, 17) Migrant children may be subjected to forced labor in begging, the selling of flowers, garment factories, shrimp and seafood processing, and domestic service.(1, 5, 8, 11)

Children are trafficked to and within Thailand for commercial sexual exploitation and labor exploitation.(5, 10, 22) They are trafficked to Thailand primarily from Burma, Cambodia, and Laos, and from within Thailand, for commercial sexual exploitation.(5, 10, 19) Children who are trafficked are forced to sell flowers and candy and beg on the streets.(5, 22) Children are also trafficked to and within Thailand into Bangkok and other urban areas to serve as domestic servants.(21)

Children from Laos are reported to seek work in Thailand to support their families, including working in Thai karaoke bars or brothels.(2, 27) Access to education, particularly for migrant and ethnic minority children, is limited by a variety of factors. These factors include a lack of awareness among local government officials and migrant families of migrant children’s right to an education; language barriers, including class instruction and school applications only in the Thai language; the long distances children must travel to attend school; the prohibitive costs of school lunches; burdensome student registration requirements; and family pressure to work rather than attend school.(2) Ethnic minority, stateless, and migrant children are the most at risk of engaging in the worst forms of child labor, particularly in the informal sector.(5)




Thailand continues to experience an ethno-nationalist separatist insurgency based in the four southernmost provinces, which have a majority Malay-Muslim population. Children, teachers, and other education personnel have been killed or wounded in the conflict, which has forced the intermittent closure of schools in the region.(25, 28) There is some evidence that separatist groups recruited children to commit acts of arson or serve as scouts and informants. There are also reports of children’s involvement in village defense militias.(12, 25)

The Government lacks current nationwide data on the worst forms of child labor.(2) In addition, current reporting and statistics on child labor that do exist often omit street children and migrant children.(29)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Thailand has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Chapter 4, Section 44 of The Labor Protection Act (30)
Minimum Age for Hazardous Work	Yes	18	Chapter 4, Sections 49, 50 of The Labor Protection Act (30)
List of Hazardous Occupations Prohibited for Children	Yes		Chapter 4, Sections 49, 50 of The Labor Protection Act (30)
Prohibition of Forced Labor	Yes		Section 38 of The Constitution; Section 310 of the Penal Code; Section 4 and 6 of The Anti-Trafficking in Persons Act (31-33)
Prohibition of Child Trafficking	Yes		Sections 282, 283 of the Penal Code; Section 6 of The Anti-Trafficking in Persons Act (32, 33)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 8 of The Prevention and Suppression of Prostitution Act; Section 6 of The Anti-Trafficking in Persons Act; Section 282, 283 of the Penal Code (32-34)
Prohibition of Using Children in Illicit Activities	Yes		Article 26 of The Child Protection Act (35)
Minimum Age for Compulsory Military Recruitment	Yes	21	Military Service Act (36)
Minimum Age for Voluntary Military Service	Yes	18	Military Service Act (36)
Compulsory Education Age	Yes	15	Section 17 of the National Education Act (37)
Free Public Education	Yes		Section 10 of the National Education Act; The Constitution (31, 37)

In 2013, the Government strengthened the regulatory framework to combat human trafficking and the worst forms of child labor by enacting the Anti-Transnational Organized Crime Act (2013) and ratifying the UN Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.(2, 38) The Government reports that the Act will provide law enforcement agencies the ability to carry out more efficient investigations and prosecution of trafficking in persons (TIP) cases that fall under the category of transnational organized crime.(39)

In the agricultural sector, the Labor Protection Act permits children between the ages of 13 and 15 to work during school vacation or non-school hours, as long as they receive parental permission and the nature of the work is not hazardous or otherwise detrimental to the child's well-being.(2) However, the number of hours permitted for children to perform light work in agriculture is not clear.(40) During the reporting period, the Department of Labor Protection and Welfare (DLPW) reported that it is revising the ministerial regulation on agricultural work to adjust the minimum age of agricultural workers to comply with international standards.(2, 41, 42)

In fishing, Ministerial Regulation No. 10 issued under the Labor Protection Act permits children ages 15 to 16 to work on fishing boats if they are accompanied by a parent or guardian, or with the written consent of a parent or

# Thailand

## MODERATE ADVANCEMENT

guardian. However, the 2012 hazardous work list for children prohibits children under age 18 from working on fishing boats.(2) During the reporting period, the Government drafted a revision of The Ministerial Regulation on Sea Fishing Vessels, which would provide greater protections for workers in line with international standards, including increasing the minimum age for work on sea vessels from 16 to 18 years, and updating the Labor Protection Act.(2) However, the revision has not been finalized.(12)

The Ministerial Regulation on Labor and Welfare Protection for Domestic Workers offers some protection to domestic workers in third-party households.(5) However, the regulation fails to define the number of allowable working hours.(10, 43)

While Thailand has various laws prohibiting crimes against children, it does not have laws specifically addressing child pornography. This makes it more complicated for law enforcement to prosecute child pornography offenders and does not provide a clear protection mechanism for child pornography victims.(2, 27)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor, Protection, and Welfare (DLPW) of the Ministry of Labor (MOL)	Enforce labor laws, including the Labor Protection Act and its ministerial regulations on domestic work, agriculture, and sea fishing vessels, through workplace inspections.(5, 27, 44) Operate a MOL telephone hotline, Hotline 1506, to answer questions involving working conditions and receive complaints from the public about child labor.(45, 46)
Fishing Coordination Centers (operated jointly by the Department of Employment, DLPW, and the Marine Police)	Monitor and inspect working conditions of fishing vessels. Aim to increase protection for workers, and allow migrants to become legalized through a registration process.(2, 47)
Anti-Human Trafficking Division (AHTD) of the Royal Thai Police (RTP)	Enforce laws specifically related to forced labor, human trafficking, and commercial sexual exploitation of women and children.(2)
Department of Special Investigations (DSI) in the Ministry of Justice	Investigate complicated human trafficking crimes, including those related to police complicity and transnational or organized crime. MOU between Thai Police and DSI states that a NGO or social worker can choose which entity will investigate and that that entity must work on the case from start to finish.(2, 47, 48)
RTP and Attorney General	Enforce the Transnational Organized Crime Act.(27)

Law enforcement agencies in Thailand took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the DLPW's operational budget for the labor inspectorate was \$492,280, a 24 percent increase from the 2012 budget.(2, 42) The DLPW employed 678 labor inspectors, a number that the Department recognized as insufficient to adequately monitor all workplaces covered by Thai labor laws.(2, 42) DLPW requested additional labor inspectors, but this request was rejected by the Government.(2) To address this issue, the DLPW authorized the Thai Police and Thai Navy (in the case of sea fishing vessels) to conduct labor inspections. As of January 2014, approximately 160 officers from the Marine Police and Navy were trained and registered as labor inspectors.(2) The DLPW reported that, in addition to regular annual training, 150 junior labor inspectors, 693 labor inspectors, and 40 occupational safety and health inspectors received focused training on the worst forms of child labor.(2, 42) Labor inspectors were also trained on how to conduct home inspections.(12)

DLPW labor inspectors inspected 581 workplaces, specifically for child labor law violations, and found 27 workplaces that were in violation of the law. The violations included employing children who were under age 15, failure to notify DLPW of employed youth workers, delayed payment of wages, and the use of child labor for overnight



shifts. (2, 41, 42) DLPW confirmed that, in cases where fines were applicable, they were collected; however, examples of penalties reported by DLPW are less than what is prescribed by law. (2) DLPW only monitors labor violations under labor laws and does not keep track of criminal cases under TIP statutes. (47) Despite the Ministry of Labor's (MOL) efforts to hire interpreters to facilitate communication with migrant workers, labor inspection teams were rarely accompanied by interpreters. Inspectors often rely on the interpreters who are provided by the employer or other migrant workers inside the factory. (2)

Enforcement of the list of hazardous work prohibited to children is concentrated in the formal sector, such as the industrial and service sectors. (2) Under the Home Workers Protection Act (Act), DLPW now includes home-based workplaces under its purview. (2) However, labor inspectors have limited access to the entities covered by the Act, including home-based businesses and home-based employment sites, which require a warrant to inspect. This makes the inspection of private homes to monitor the welfare of child domestic workers or children working in home-based employment very challenging. (2, 12)

The MOL used the Labor Protection Network as another means to learn about reported cases of child labor violations. The 45,979-person network is composed of government agencies, NGOs, employers, academics, and community groups. (2, 49) Its purpose is to raise awareness, disseminate information, and provide a mechanism for reporting labor violations. (10)

In October 2013, the Department of Employment created fishing coordination centers in seven provinces which are responsible for registering migrant workers and conducting inspections of boats and working conditions. Through increased pressure on boat owners and employers, the creation of the centers has led to an increase in registered workers which assists in identifying and protecting child laborers. (2)

NGOs report that grievance mechanisms are weak for workers, including child laborers, in the informal sector, in remote areas, and on fishing vessels. (2)

### ***Criminal Law Enforcement***

In 2013, the Anti-Human Trafficking Division (AHTD) of the Royal Thai Police (RTP) and the Department of Special Investigations in the Ministry of Justice had 300 officials and 22 officials, respectively, who were responsible for enforcing laws specifically related to forced child labor, trafficking, and commercial sexual exploitation of children. (2) From January to December, the RTP initiated investigations into 674 trafficking cases, doubling the figure from last year. These cases involved 1,020 trafficking victims, including 757 victims under the age of 18. (50) Through formalized complaint mechanisms for workers, and with assistance from inter-agency partners, the DLPW reported that it assisted 38 labor trafficking victims, including four victims under the age of 15, to claim wages and overtime pay when the employer failed to comply with labor laws. (2, 47)

During the reporting period, the Ministry of Social Development and Human Security (MSDHS) trained 300 frontline police officers and social workers on trafficking victim identification. The RTP trained 874 police officers, including 169 female police investigators, on human trafficking investigation techniques. (2)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

# Thailand

## MODERATE ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Committee to Eliminate the Worst Forms of Child Labor	Coordinate the implementation of child labor policies and plans, facilitate cooperation among various coordinating ministries, and report semiannually to the Thai Cabinet on child labor issues.(44) Chaired by the MOL, with representation from other government agencies, employer and worker associations, and civil society groups.(51) Oversee three subcommittees that monitor the National Policy and Plan to Eliminate the Worst Forms of Child Labor (2009-2014); update the list of hazardous activities prohibited to children under age 18; and work on key performance indicators to measure and eliminate the worst forms of child labor in Thailand.(44, 52) In 2013, the MOL expanded participation to include the Ministry of Information and Communication Technology, the National Statistical Office, the Budget Bureau, and the Public Relations Office to facilitate cooperation on data collection to combat the worst forms of child labor.(2, 41, 42) In coordination with DLPW, the subcommittee on hazardous work for youth labor worked with the ILO on technical studies to provide scientific evidence to clarify permissible temperatures, noise levels, and weightlifting amounts to amend the Labor Protection Act (LPA) hazardous child labor laws.(2, 42) Subcommittee on monitoring and evaluation has extended its responsibilities to include development of the second National Policy and Plan to Eliminate the Worst Forms of Child Labor (2015-2019).(2)
The Anti-Trafficking in Persons Committee (ATP)	Make decisions and policy recommendations on combating human trafficking, and coordinate strategy across agencies. Chaired by the Prime Minister. Supervise the Coordinating and Monitoring of Anti-Trafficking in Persons Committee (CMP).(33, 53, 54) Oversee multiple other subcommittees that cover a range of topics, including data collection, combating trafficking in fishing sector, and implementation of the national anti-trafficking policy.(55)
The Coordinating and Monitoring of Anti-Trafficking in Persons Committee (CMP)	Monitor and evaluate the implementation of policy, as well as prepare plans and recommendations for review by the ATP. Chaired by the Deputy Prime Minister.(33)
National Operation Center for the Prevention and Suppression of Human Trafficking	Coordinate anti-human trafficking activities, including those involving child forced labor, trafficking, and commercial sexual exploitation. Secretariat for the ATP and CMP falls under the Ministry of Social Development and Human Security (MSDHS). Manage 76 Provincial Operation Centers for the Prevention and Suppression of Human Trafficking; these serve as the frontline implementers of anti-human trafficking activities.(2)

During the reporting period, the Government of Thailand worked with counterparts from Laos, Brunei, Burma, China, Malaysia, and the United Arab Emirates to improve information-sharing and collaboration on prevention and enforcement to combat human trafficking.(2) The Government also began implementing an action plan under a Memorandum of Cooperation with the Government of Japan, which calls for the exchange of information for the purpose of preventing and combating trafficking in persons.(47)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Thailand has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
The National Plan of Action (NPA) to Eliminate the Worst Forms of Child Labor (2009–2014)	Aims to prevent, protect, and withdraw children from the worst forms of child labor, improve legislation and law enforcement related to the worst forms of child labor, and build the capacity of officials who administer policies and programs on the worst forms of child labor.(1, 44, 56) Key performance indicators include a reduction in the number of children engaging in the worst forms of child labor; increased efforts to remove children from the worst forms of child labor; increased criminal prosecutions against employers who exploit children; increased capacity and knowledge of practitioners working in this field; and increased national- and provincial-level administrative and management efforts to eliminate the worst forms of child labor.(5) In 2013, the DLPW received a government budget allocation of \$172,356 to specifically implement the NPA.(2)
The Government's National Policy Strategies and Measures to Prevent and Suppress Trafficking in Persons (2011–2016)	Comprehensive Anti-Trafficking in Persons Policy contains five strategies which are operationalized in annual action plans.(55) Strategies include prevention; prosecution; protection and assistance; development of policy and promotion mechanisms; and development and management of information.(57)

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Child and Youth Development Plan (2012–2016)*	Main principles include (1) the enforcement and implementation of the National Child and Youth Development Promotion Act of 2007 and relevant laws; (2) the idea that every child and young person has the right to receive basic education of the highest quality; (3) the notion that children and youth have the right to basic health care services of the highest standard; and (4) the idea that children and youth have the right to play, rest, and participate in recreational activities.(58, 59)

\*The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Thailand funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
National and Provincial Operation Centers for Providing Assistance to Women and Child Laborers‡	DLPW program that provides assistance to women and child laborers, collects and disseminates information on the worst forms of child labor, and reports their activities to the National Committee. (5)
Trafficking victim support services‡	MSDHS' Bureau of Anti-Trafficking in Women and Children program that operates 76 Provincial Operation Centers to provide emergency assistance and protection to human trafficking victims. Nine long-term shelters offer medical care, psychosocial services, education, and life skills education for human trafficking victims.(10, 19, 54) In 2013, government shelters provided services to 681 trafficked victims, including 518 children under the age of 18.(50)
Migrant Learning Centers‡*	Government and nonprofit organizations program to provide basic education to children in migrant communities. Government District Education Offices provide guidance and technical support to ensure that children receive a learning assessment and meet qualifications to earn a certificate of completion issued by the Ministry of Education.(10)
Combating the Worst Forms of Child Labor in Shrimp and Seafood Processing Areas in Thailand	\$9 million USDOL-funded, 4-year project implemented by ILO-IPEC to eliminate child labor in the shrimp and seafood processing industry. Aims to strengthen policy frameworks to protect the rights of Thai and migrant children; assist the shrimp and seafood processing industry to comply with labor laws; and provide education and other services to at-risk children and families in the targeted areas. (1)Targets 7,500 children for the prevention and withdrawal from the worst forms of child labor, and 3,000 households for livelihood services.(1) In 2013, completed and finalized a baseline survey of child labor in the shrimp and seafood processing areas in Samut Sakhon, Songkla, Nakhon Si Thammarat, and Surat Thani.(26) Completed a migrant child labor survey targeting shrimp and seafood processing areas in Samut Sakhon. Piloted and implemented the Good Labor Practices Training Program for factory owners and workers.(60, 61) Worked with two subdistrict governments to institute a pilot for child labor monitoring systems in Samut Sakhon and Songkhla provinces to keep current data on child labor.(2)
Project Childhood	\$3.67 million UNODC-operated, multiyear project to build the capacity of law enforcement officials in Thailand, Cambodia, Laos, and Vietnam to identify and prosecute child sex offenders.(62, 63)
ILO-GMS TRIANGLE Project	Government of Australia-funded, 5-year project implemented by ILO to reduce the exploitation of labor migrants through increased legal and safe migration and improved labor protection. Includes six participating countries in the Greater Mekong Sub-region.(64) In 2013, surveyed fishermen in four provinces in the east and south of Thailand and found that 5.5 percent of fishermen were younger than age 18. Worked with the Ministry of Labor to develop a labor inspection training module that focused on child labor, forced labor, human trafficking, and migrant worker protection.(2, 65)
One-Stop Crisis Center (OSCC) 1300 Hotline	MSDHS program that focuses on teenage pregnancy, human trafficking, child labor, and violence against children, women, the elderly, and persons with disabilities. In 2013, OSCC was upgraded and centralized under MSDHS; it created a standardized referral system and coordination process with specialists from the MOL, the Ministry of Public Health, and the RTP.(2, 41) Operators who spoke foreign languages were not yet hired in 2013; enough information is not yet available that measures the effectiveness of the new OSCC hotline to recognize, identify, report, and refer child exploitation victims.(2) From June 9, 2013 to January 13, 2014, the OSCC 1300 hotline received 3,500 calls regarding incidents of violence against children, women, and the elderly (1,604); social problems, such as homeless or missing persons (1,366); teenage mothers (316); human trafficking (197); and child labor (17).(50)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Thailand.

# Thailand

## MODERATE ADVANCEMENT

During the reporting period, various government agencies contributed to awareness raising about child labor. In 2013, the DLPW trained 10,578 children and youth with a special emphasis on the worst forms of child labor; and reached out to 154,170 people in rural areas to raise awareness on child labor, including its worst forms, and demonstrated how to report cases to the DLPW.(2, 42) The agency also developed a briefing pamphlet to explain the LPA ministerial regulation on domestic workers in migrant languages with the inclusion of a sample of standard employment contracts for domestic workers, and tasked provincial offices with the collection of information on domestic workers in each province.(2) The Ministry of Agriculture and Cooperatives and the Office of the Cane and Sugar Board, under the Ministry of Industry, conducted a series of awareness-raising events to eliminate the use of child labor and promote the sound management of chemical use among sugarcane producers and manufacturers.(2, 66) The Ministry of Interior instructed provincial social workers to increase efforts to facilitate the provision of day care for children of workers during sugarcane cutting season and during school breaks.(2, 42, 66) The Ministry of Education instructed local education offices to monitor the use of child labor and publicize information on hazardous child labor to parents and communities.(2, 42)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Thailand (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify the maximum number of hours that children age 13 to 15 may work in the agricultural sector.	2011 – 2013
	Clarify the minimum age for working on fishing boats to conform with the list of hazardous occupations for children and to international standards.	2013
	Amend legislation to protect child domestics from working an excessive number of hours.	2012 – 2013
	Develop legislation to include specific provisions, protection, and penalties on all aspects of child pornography.	2013
Enforcement	Increase the number of labor inspectors in order to adequately enforce labor laws in all workplaces covered by the law.	2013
	Apply penalties to violators of child labor laws that adhere to the penalties proscribed by law.	2013
	Provide labor inspectors with the capacity to communicate in migrant or ethnic minority languages useful for labor inspections.	2009 – 2013
	Remove administrative barriers that impede inspections of home-based businesses.	2013
	Improve mechanisms for labor complaints that workers can easily access to report labor law violations, particularly in remote areas and in the informal sector, including in shrimp and seafood processing.	2012 – 2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
Social Programs	Take steps to eliminate barriers and make education accessible for all children, including ethnic minorities and migrants, in Thailand.	2012 – 2013
	Raise awareness of migrant children's right to education among migrant families and local government officials.	2012 – 2013
	Initiate a national child labor survey.	2009 – 2013
	Ensure that national reporting and statistics on child labor include children working on the streets and migrant children.	2012 – 2013
	Assess the impact that existing programs may have on addressing child labor.	2013

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*In 2013, Timor-Leste made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government passed a resolution to establish the National Commission against Child Labor. The new law also provides protection for children working in family-owned businesses. However, children continue to engage in child labor in Timor-Leste, primarily in agriculture. Timor-Leste still has yet to complete the National Action Plan Against Child Labor and has yet to approve a list of hazardous work activities from which children would be prohibited.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Timor-Leste are engaged in child labor, many of them in agriculture.(1, 2) While the extent of the problem is unknown, within agriculture, children work in the production of coffee, especially on family farms.(1, 2) Table 1 provides key indicators on children's work and education in Timor-Leste.

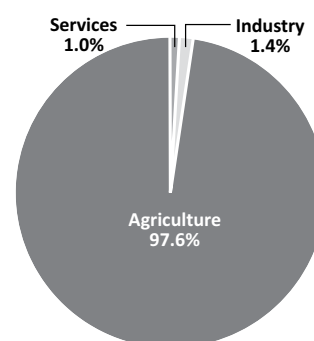
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	19.9 (26,268)
Attending School (%)	5-14 yrs.	69.7
Combining Work and School (%)	10-14 yrs.	12.6
Primary Completion Rate (%)		71.0

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Timor-Leste Survey of Living Standards Survey, 2007.(4)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of coffee* (1, 2)
	Fishing,* including work on boats* and repairing nets* (2)
Industry	Construction,* including brickmaking* (2)
Services	Domestic work* (2)
	Street vending,* begging,* and scavenging* (2)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation and forced labor, sometimes as a result of human trafficking* (2, 5-8)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In a few cases, families place their children in indentured servitude or bonded labor in order to settle outstanding debts.(7, 8)




## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Timor-Leste has ratified most key international conventions concerning child labor (Table 3).

# Timor-Leste

## MINIMAL ADVANCEMENT

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 68 of the Labor Code (9)
Minimum Age for Hazardous Work	Yes	17	Article 67 of the Labor Code (9)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Article 67 of the Labor Code (9)
Prohibition of Child Trafficking	Yes		Article 81 of the Immigration and Asylum Act of 2003; Article 164 of the Penal Code of Timor-Leste; Article 67 of the Labor Code (9-11)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 175 of the Penal Code of Timor-Leste; Article 67 of the Labor Code (9, 11)
Prohibition of Using Children in Illicit Activities	Yes		Article 67 of the Labor Code (9)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 14.1 of the Law on Military Service (12, 13)
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	14/15	The Constitution; The Law of Basic Education (7, 14)
Free Public Education	Yes		The Constitution; The Law of Basic Education (7, 14)

The legal framework in Timor-Leste is not completely consistent with international standards regarding child labor. A minor is defined as a person whose age is less than 17 years.(9, 11) This standard may leave children age 17–18 particularly vulnerable to the worst forms of child labor.(15) In 2012, Timor-Leste’s Child Labor Commission working group finalized a list of hazardous work activities from which children under age 18 would be prohibited and submitted it to the Council of Ministers for approval.(14, 16, 17) At the conclusion of the reporting period, the Council had not reviewed and approved the list.(2)

The Law of Basic Education provides free and compulsory primary education for children for nine years.(14) The Law requires children to start school in the year they turn 6, regardless of whether they have reached that age by the time the school year begins. As such, some children start school at age 6 and therefore finish at age 15, whereas children who begin at age 5 finish at age 14.(5) Because some children 14 years of age are no longer required to attend school and are not legally eligible to work, they may be particularly vulnerable to the worst forms of child labor. In addition, there is no system in place to enforce primary compulsory education or to ensure primary education is free.(7, 15)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Secretariat for Professional Training and Employment (SEPFOPE)	Enforce laws related to child labor. Administer the Labor Inspection Directorate, which is responsible for investigating incidents of forced labor.(2)
National Police of Timor-Leste (PNTL)	Enforce laws related to child labor and criminal laws against forced labor, commercial sexual exploitation, and human trafficking. Includes the Vulnerable Persons Unit.(2, 14, 16)
The Ministry of Social Solidarity (MSS)	Enforce laws related to child labor.(2) Receive referrals from agencies responsible for conducting investigations including child victims. Includes the National Directorate of Social Services.(2) Maintain a directory of service providers for which trafficking victim referrals can be made.(8)
Immigration Police; Border Police	Enforce criminal laws against forced labor, commercial sexual exploitation, and human trafficking.(2)

Law enforcement agencies in Timor-Leste took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the budget for the inspectorate directorate of the Secretariat for Professional Training and Employment (SEPFOPE) was \$150,000. In addition, the office had two cars, one of which was inoperable during the reporting period.(2) According to SEPFOPE and the ILO, available resources are insufficient to adequately conduct inspections, particularly outside Dili.(2, 14)

The Government employed 20 labor inspectors, and three had formal responsibilities both to investigate child labor cases and to enforce child labor laws. The ILO noted that this is an appropriate number of inspectors.(2, 5) SEPFOPE inspectors did not receive any specific child labor related training in 2013.(2) During the reporting period, SEPFOPE conducted random and unannounced inspections of businesses in the formal sector and plans to provide data on the number of inspections in its 2013 annual report.(2) The Government continues to lack a formal mechanism for filing complaints regarding child labor, including its worst forms.(2, 8, 18) In addition, the inspectorate directorate does not publish data on the overall number of investigations.(1) No violations of child labor laws were found, and no penalties or citations for child labor law violations were issued in 2013.(2) Finally, research found no evidence any governmental agency that supports the coordination of child labor enforcement efforts with the provision of appropriate social services for the victims of child labor, including its worst forms.

### *Criminal Law Enforcement*

In 2013, the National Police of Timor-Leste PNTL had an operating budget of \$26.6 million, but continues to face significant human resource and budget execution challenges.(2, 8, 12) One source indicates the police encountered logistical and transportation obstacles in conducting investigations, including cases with child labor.(2) The Vulnerable Persons Unit under the PNTL declined to provide any information on investigations carried out in 2013.(2) There was one known case involving the sale of a child for domestic service as a result of outstanding family debt. The case was referred to the Ministry of Social Solidarity (MSS) and the Psychosocial Recovery & Development in East Timor (PRADET), a local NGO responsible for monitoring children's rights, which provided services, including financial assistance.(2) Together, the PNTL and PRADET prevented the victim from entering domestic service, and as a result the case was never referred to the Prosecutor General's office.(2)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

# Timor-Leste

## MINIMAL ADVANCEMENT

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The Child Labor Commission (CLC)	Design and develop policies on child labor.(14, 19) Recommend policies, raise awareness, and contribute to efforts to ratify the international conventions related to child protection.(16) Located within the Office of the Prime Minister, but chaired by the Chief Labor Inspector of the Secretary of State for Vocational Training and Employment Policy.(5) Comprised of the Secretariats of State for Vocational Training and Employment Policy; Youth and Sports, and Promotion of Equality; the Ministries of Education, Agriculture, Finance, Justice, Health, Social Solidarity, Tourism, Public Works and Commerce, Industry, and the Environment; Trade Unions Confederation; the Chamber of Commerce and Industry; Forum Tau Matan (Eyes on Human Rights Forum); and the NCACL.(2)
National Commission against Child Labor (NCACL)	Address the worst forms of child labor. Tripartite body comprised of members from relevant government ministries, the Chamber of Commerce and Industry, and the Unions' Confederation and support activities conducted by the CLC.(2)
The Inter-Agency Trafficking Working Group	Coordinate the Government's anti-trafficking efforts. Chaired by the Ministry of Foreign Affairs and Cooperation and includes the MSS, Ministry of Justice, the Ministry of Defense and Security, the Secretary of State for the Promotion of Equality, SEPFOPE, and the PNTL.(8)
The Ministry of Defense and Security	Oversee the Immigration Police, the Border Police, and the PNTL, all of which work to enforce criminal laws against forced labor, sexual exploitation, and trafficking.(14, 16)

In November 2013, the Government passed a resolution to establish the National Commission against Child Labor (NCACL) to combat the worst forms of child labor.(2) On March 3, the NCACL held its first meeting.(12) The relationship between the NCACL and the Child Labor Commission (CLC) remains unclear.(2)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Timor-Leste has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Timor-Leste Project for the Elimination of the Worst Forms of Child Labor	Launched in 2009 in partnership with the ILO and the Government of Brazil to contribute to the implementation of ILO C. 182. Implementation activities include: (1) establishing the CLC; (2) developing a national list of work deemed hazardous and prohibited from children; and (3) developing a national action plan on child labor.(2)
The Timor-Leste Strategic Development Plan 2011-2030	Provides short-term and long-term plans for the nation's development, including the eradication of the worst forms of child labor, poverty alleviation, and implementation of social transfer programs. (2, 14, 20) Specifies commitments to improve the educational system over the next 20 years, including addressing gender parity in primary schools and the preventing school dropouts.(14, 20)
The Decent Work Country Program	Prioritizes the improvement of youth employment conditions and opportunities.(21)

In 2011, the CLC began development of a National Action Plan Against Child Labor.(16) The National Action Plan, still awaiting completion, has been assigned to the newly established NCACL.(22) In early 2012, a National Plan of Action on anti-trafficking was presented for review to the Council of Ministers, which took no action during the reporting period.(8, 22)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Timor-Leste funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
As-needed shelter for victims of human trafficking†	Supported by MSS and run by the Psychosocial Recovery & Development in East Timor (PRADET). A local NGO, as-needed shelter that offers services for victims of human trafficking.(5, 8, 22) Received \$16,000 in funding from MSS in 2013, but no trafficking victims identified. Some funds supported 55 attendees (including 30 local officials such as "suco" village chiefs and Suco Council members) for anti-trafficking and awareness training.(8, 12)



**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
The Mother's Purse (Bolsa da Mae)*‡	MSS program that provides a cash subsidy of \$80–\$360 to poor families with a female head of household. Aims to improve the well-being of children by conditioning the subsidy on children's school attendance and their regular medical visits.(2, 17) Serves an estimated 15,000 children. Technical assistance provided by the UNDP.(2)
School Feeding Program*‡	Government program to provide one hot meal per day to children in school, reaching about 325,000 students.(2)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor in Timor-Leste.(23)
Community training on human trafficking‡	\$15,000 MSS funded project, implemented by the Alola Foundation, a local NGO, to conduct training on human trafficking to raise awareness in the rural districts of Maliana, Ainaro, and Oecusse. Training focused on identifying and assisting victims.(8)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Timor-Leste.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms in Timor-Leste (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish the minimum age for hazardous work at age 18 to comply with international standards.	2013
	Approve the proposed list of hazardous work from which children are prohibited.	2012 – 2013
	Establish a compulsory age for education that is equivalent to or greater than the minimum age for work.	2009 – 2013
Enforcement	Allocate enough resources to adequately conduct and carry out labor inspections and investigations.	2012 – 2013
	Create a mechanism to file child labor complaints.	2009 – 2013
	Centrally track and publish the results of enforcement efforts, including labor inspections, criminal investigations, and child victims assisted.	2010 – 2013
	Ensure that there is a mechanism to support the coordination of child labor enforcement efforts, with the provision of appropriate social services for victims of child labor, including its worst forms.	2011 – 2013
	Ensure primary compulsory education is enforced and free to all children.	2013
Government Policies	Complete and implement the National Action Plan Against Child Labor.	2012 – 2013
	Approve and implement the National Plan of Action on Human Trafficking.	2012 – 2013
Social Programs	Assess the impact that existing social programs may have on child labor.	2009 – 2013
	Institute programs to specifically address child labor.	2009 – 2013

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# Timor-Leste

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*In 2013, Togo made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government released a report on child labor and youth. The Government intercepted a number of child trafficking victims and prosecuted traffickers of children. In addition, the Government continued to operate a hotline and shelter for children. However, children in Togo continue to engage in child labor in agriculture and in the worst forms of child labor in domestic service. The Government has not devoted sufficient resources to enforce its child labor laws effectively. Togo's social programs to combat the worst forms of child labor do not match the scope of the problem, and rely largely on NGOs and international organizations for implementation.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Togo are engaged in child labor, including in agriculture and in the worst forms of child labor in domestic service.(1-4) More than 70 percent of all working children in Togo, ages 5 to 14, are engaged in agriculture. The majority of children employed as domestic servants are girls ages 5 to 14.(1, 5-8) Table 1 provides key indicators on children's work and education in Togo.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	35.7 (616,132)
Attending School (%)	5-14 yrs.	85.3
Combining Work and School (%)	7-14 yrs.	35.5
Primary Completion Rate (%)		73.5

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting cotton,* cocoa,* and coffee* (4, 10-13)
	Producing beans* and corn* (11)
	Herding cattle†* (14)
Industry	Quarrying*† (11, 12)
	Construction, activities unknown* (15)
	Domestic work† (1, 5-8, 15, 16)
Services	Portering* and small-scale trading in markets (4, 11, 13-15)
	Begging† (4, 13)
	Auto and motorcycle repair* (15)
	Garbage scavenging* (15)
Categorical Worst Forms of Child Labor‡	Forced begging (4, 13)
	Commercial sexual exploitation sometimes as a result of human trafficking (4, 13, 15, 17)
	Farming, domestic work, and market work, as a result of human trafficking (4, 13, 15, 17)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




The practice of sending Muslim boys to Koranic schools is a tradition in certain communities.(10) Some boys are forced by their teachers to beg in the streets.(4, 13) In 2013, the majority of children trafficked were trafficked from rural areas, especially the Plateau Region, and research indicates the majority of trafficking victims were boys.(18) The customary practice of *confiage*, which involves sending a child to a relative or friend for school, may place children at risk of exploitation by internal trafficking.(3, 19) Children are trafficked from Togo to countries in West and Central Africa to work in agriculture. In addition, children from Benin and Ghana are trafficked to Togo for forced labor.(13)

Research found that many children lack access to education and birth registration. Moreover, the UN CRC has noted that there are not enough schools, and many children in rural areas have no access to primary education.(3) The CRC has also noted that half of all children in Togo are not registered at birth.(3) Unable to prove citizenship, non-registered children are vulnerable to trafficking and may have difficulty getting health care and education.(3, 8, 20) Research also found that children face sexual abuse in school. Moreover, the UN CRC has noted that sexual abuse and rape of children in school is widespread throughout Togo.(3) Victims of sexual violence in schools often have extended absences or drop out.(21) In addition, a source indicates that girls perform domestic duties, such as fetching water and laundry, for their schoolteachers.(22)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Togo has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations concerning child labor.

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labor Code of 2006 (23)
Minimum Age for Hazardous Work	Yes	18	Law 1464 (24)
List of Hazardous Occupations Prohibited for Children	Yes		Law 1464 (24)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code of 2006 (13, 23)
Prohibition of Child Trafficking	Yes		Law for the Repression of Child Trafficking; Child Code of 2007 (25, 26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Child Code of 2007 (11, 25)
Prohibition of Using Children in Illicit Activities	Yes		Child Code of 2007 (15, 25)
Minimum Age for Compulsory Military Recruitment	N/A*		Child Code of 2007; Article 42 of the General Statue of the Togolese Armed Forces (15, 18, 25, 27)
Minimum Age for Voluntary Military Service	Yes	18	Child Code of 2007; Article 42 of the General Statue of the Togolese Armed Forces (15, 18, 25, 27, 28)
Compulsory Education Age	Yes	15	Decree 2008-129 (11, 29)
Free Public Education	Yes		Decree 2008-129 (11, 30)

\* No conscription or no standing military.

Although Law 1464 and the Labor Code prohibit excessive work hours and night work for children, these laws do not establish penalties for employing children in hazardous child labor, including work at night.(11, 23, 24) The Labor Code's forced labor provisions do not impose penalties sufficient to deter it. Violators can receive a fine and 3 to 6 months' imprisonment, which can be doubled if it is a repeat offense.(23) Also, though education is free, in practice, the costs of uniforms and books prohibit many families from sending their children to school.(11, 29)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce all labor laws, including child labor laws.(31)
Ministry of Justice (MOJ)	Enforce criminal laws related to the worst forms of child labor.(10, 12)
Ministry of Social Action and National Solidarity (MASSN)	Enforce laws against the worst forms of child labor.(10, 12, 15)
Police's Child Protection Unit (CPU)	Investigate cases with child victims, including child trafficking.(15, 32)

Criminal law enforcement agencies in Togo took actions to combat child labor, including its worst forms. However, research found no evidence that labor law enforcement agencies took such actions.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) employed 81 labor inspectors, which was an increase from 75 inspectors employed the previous year.(15) However, the MOL acknowledges that funding for inspectors is insufficient. Moreover, UNICEF and several NGOs have noted that inspectors do not devote enough time to children.(15, 33) In addition, information is not available on the number of inspections conducted, child labor violations found, or the number of citations and penalties issued by the Government in 2013.(15)

#### *Criminal Law Enforcement*

In 2013, the Government rescued and provided assistance to 324 boys and 256 girls who were trafficking victims.(18) During the reporting period, the Government identified 85 suspected child traffickers, arrested 81, prosecuted 61, and convicted 40 of child trafficking.(18, 34) However, the Police's Child Protection Unit (CPU) lacks resources to conduct investigations, and its employees must respond to calls in taxis and personal cars.(35) Furthermore, among law enforcement personnel, knowledge of the different laws protecting children varies from region to region. A source indicates that staff members in some regional offices do not have copies of many child labor laws.(31)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT)	Serve as the primary focal coordinating agency for child labor issues, including the worst forms of child labor.(15, 18) Responsible for compiling information and statistics on trafficking, and coordinating actions against the worst forms of child labor. Assisted by MOL's Child Labor Unit.(10, 18, 20)
National Steering Committee for the Prohibition and Elimination of the Worst Forms of Child Labor (NSC)	Promote child labor legislation, mobilize resources, and collect data.(31, 36) MOL's Child Labor Unit acts as its secretariat.(10, 14, 15, 31, 36)



**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Child Labor Committees	Operate in Togolese villages and include representatives from several ministries, the National Council of Employers, unions, and NGOs.(10, 12, 18, 20, 27, 31) Coordinate efforts by sharing information with officials in Lomé about trafficking trends and work with the MASSN to track the return of trafficking victims.(18, 20, 27, 36)

In 2013, CNARSEVT continued to coordinate with other agencies and refer child victims to social services.(15) NSC has limited its actions to evaluating and approving NGO action programs to eliminate child labor.(36) Members of the NSC attribute this shortcoming to the committee's lack of financial resources: Its secretariat is understaffed and has no budget.(36)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Togo has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan on Child Labor 2012–2015	Serves as the primary government policy instrument to prevent and eliminate child labor in Togo.(15, 34, 37)
National Strategy on Elimination of Child Labor through Education, Training, and Apprenticeship	Aims to reduce child labor through education, training, and apprenticeship.(34)
National Plan of Action on Child Trafficking	Calls for legal and health services, including providing meals and medical care for child-trafficking victims and conducting awareness-raising activities for local communities and border officials. Promotes the education of children and improvement of livelihoods for families, and calls for the establishment of structures to monitor the trafficking of children.(34, 38)
National Labor Policy	Seeks to raise awareness among parents, employers, and community leaders on child labor; seeks to provide labor inspectors with training on child labor issues; and calls for the adoption and implementation of the National Action Plan on Child Labor.(39, 40)
National Plan for Registering Births in Togo*	Aims to increase documentation of births. Calls for simplifying the process for regional officials to document births in rural areas.(18)
Quadripartite Agreement between Governments of Togo, Ghana, Benin, and Nigeria	Works to prevent child trafficking along the countries' shared borders and facilitate the repatriation of trafficked children and extradition of traffickers.(18)
Strategy to Increase Growth and Promote Employment 2013-2017†	Serves as the primary national anti-poverty plan, which includes components on child labor and education.(15, 34, 41)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Togo funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to eliminate child labor, improve the evidence base on child labor through data collection and research, and strengthen legal protections and social service delivery for child domestic workers.(42)
Eliminating the Worst Forms of Child Labor in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS I & II	USDOL-funded regional projects that supported ECOWAS to strengthen its role in combating the worst forms of child labor in the West Africa sub-region by providing policy and capacity building support for all ECOWAS states.(43, 44)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
MASSN Radio awareness campaign*‡	Government program that conducts awareness campaigns to disseminate the Child Code of 2007.(10, 13, 27)
Allo 1011 hotline‡	Government program that maintains a hotline for reporting child abuse, including child trafficking.(10, 13, 15 27)
Tokoin Community Center‡	Government program that maintains a temporary shelter for victims referred by the Allo 1011 hotline.(13, 27)
Cash Transfer Program for Vulnerable Children in Northern Togo†	World Bank-funded program that aims to prevent child labor and child trafficking by providing cash transfers to high-risk families with young children.(33, 45)
Togo Community Development and Safety Nets Project*	World Bank-funded program that aims to improve access to development and social safety nets for vulnerable populations.(46)
Free school lunch program*‡	Government program that provides free school lunches.(33, 47) In 2013, increased the number of beneficiaries from 44,000 to 67,774 students.(34)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Togo.

In 2013, the Government released a report on child labor and youth, which was conducted by Understanding Children's Work. The report provides information on the scope of the child labor situation in Togo.(48, 49) The Government also released a report on commercial sexual exploitation of children aged 8 to 17 in Togo. The report identified 1,533 children engaged in commercial sexual exploitation.(15, 18, 34)

Although Togo has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Many programs rely largely on NGOs and international organizations for implementation. As a result, many of these interventions may not be sustainable over the long term. In addition, it is unknown how many complaints related to child labor were made to the Allo 1011 hotline.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Togo (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	
Laws	Establish penalties for violations of the laws governing hazardous child labor, including for requiring children to work at night.	2009 – 2013
	Include sufficient penalties for violations of forced labor provisions.	2009 – 2013
Enforcement	Provide the MOL's inspectors with adequate financial resources to enforce child labor laws.	2012 – 2013
	Strengthen measures to investigate, prosecute, and convict individuals involved in the worst forms of child labor, as follows:	
	■ Provide training for all personnel charged with the enforcement of relevant laws.	2009 – 2013
	■ Ensure that all law enforcement personnel have access to child labor law reference materials.	2009 – 2013
	■ Provide sufficient resources to the police's CPU for enforcement purposes.	2011 – 2013
	Publish data on inspections, violations, citations, and penalties assessed for the worst forms of child labor.	2010 – 2013
Coordination	Provide the NSC with sufficient financial and human resources to implement its mandate.	2009 – 2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
Social Programs	Conduct research to determine the activities carried out by children working in construction to inform policies and programs.	2013
	Improve access to education by building additional schools.	2010 – 2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	
Social Programs	Provide more resources to ensure children are registered at birth.	2011 – 2013
	Train teachers, with the following objectives: ■ Stop the practice of using students for domestic labor. ■ Halt the sexual abuse of students and penalize teachers who engage in such crimes.	2010 – 2013
	Ensure that education is free, by eliminating school expenses, including the costs of uniforms and books.	2010 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2013
	Ensure social protection programs to combat the worst forms of child labor are sufficient to address the scope of the problem and to promote the long-term sustainability of project initiatives.	2009 – 2013
	Disaggregate the number of complaints made to the Allo 1011 hotline that relate to child labor.	2013

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# Tonga

## MINIMAL ADVANCEMENT

*In 2013, Tonga made a minimal advancement in efforts to eliminate the worst forms of child labor. The lack of information regarding the worst forms of child labor in Tonga may be an indicator of a small or hidden problem. To address this knowledge gap, the Government sought to validate its data on child labor complaints, and conducted a spot survey in key sectors in which limited evidence has indicated that child labor occurs. Gaps in the legal framework remain; the country has no laws specifying a minimum age for work or defining hazardous forms of work for children under age 18, leaving children unprotected from many types of labor exploitation.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

There is little information available about the extent and nature of the worst forms of child labor in Tonga. Table 1 provides key indicators on children's work and education in Tonga. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		103.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis, 2013.(2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Agriculture, activities unknown* (3, 4)
	Fishing,* activities unknown (3, 4)
Services	Domestic service* (3, 4)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* (3, 4)

\* Evidence of this activity is limited and/or extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Tonga has ratified one key international convention concerning child labor (Table 3).





**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has not ratified ILO C. 182 or the CRC Optional Protocol on the Sale of Children, Child Prostitution, and Pornography.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution of Tonga (5)
Prohibition of Child Trafficking	Yes		Transnational Crimes Act
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Offenses Act, Pornography Control Act (6-8)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Offenses Act, Pornography Control Act, Transnational Crimes Act (6-8)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Tonga Defence Services Act (9)
Compulsory Education Age	Yes	14	Education Act Revised 1988 (10, 11)
Free Public Education	Yes		Education Act Revised 1988 (11, 12)

\* No conscription or no standing military.

Tonga has not established a minimum age for work or for hazardous work, nor has it established a list of hazardous occupations prohibited for children. The Government has drafted an Employment Relations Bill and placed it into public consideration; if enacted, it would establish minimum ages for work and hazardous work.(13, 14) The Criminal Offenses Act prohibits the procurement of any girl under age 21 for prostitution either within or outside the country.(7) The Act does not provide the same protections for boys under 21, but it prohibits “indecent assault” on both boys and girls under age 12.(3, 7) There is no military conscription in Tonga. The minimum age for voluntary service is 18; however, with parental approval, children can enlist in the military at age 16 for noncombat positions.(9)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Commerce, Tourism, and Labor (MCTL)	Enforce labor laws relating to child labor. MCTL's business license inspectors look for children engaged in the worst forms of child labor in the course of their regular inspection duties.(3) If MCTL receives a specific report of child labor, Chief Labor Inspector visits the site, conducts an investigation, and requests police involvement if necessary.(3)
Tongan Police Transnational Crime Unit and Domestic Violence Unit	Enforce criminal laws relating to the worst forms of child labor.(3, 15)
Ministry of Internal Affairs, Immigration Department	Collaborate with Tongan Police and MCTL on enforcement of criminal laws relating to the worst forms of child labor, when circumstances warrant.(3, 14, 15)

Research found no evidence that law enforcement agencies in Tonga took any actions to combat child labor, including its worst forms.

The Ministry of Commerce, Tourism, and Labor (MCTL) has acknowledged a need for more inspectors.(15) No funding was allocated to child labor investigations. No known cases of child labor were reported, investigated, or prosecuted during the reporting period.(3, 15)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms.

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Tonga has established policies related to child labor, including its worst forms (Table 6).

**Table 6. Policies Related to Child Labor**

Policy	Description
Strategic Development Plan (2009 – 2013)*	Includes the goal to increase the performance of technical and vocational education services and infrastructure in the country.(16) Priority given to women and children to strengthen competencies in agriculture and fishing. Plan identifies horticulture, fishing, business and marketing, plumbing, carpentry, and motor maintenance as other areas where training is needed.(17)
Tonga Education Policy Framework*	Aims to build the capacity of the Ministry of Education, improve school quality, and achieve universal primary education.(3)

\*The impact of this policy on child labor does not appear to have been studied.

Research did not determine the extent to which children who receive skills training under the Strategic Development Plan are protected from dangerous work.

During the reporting period, the Government took steps to collect better data on child labor. MCTL attempted to validate its registered data on child labor complaints, and the Ministry of Internal Affairs (MOIA) conducted a “spot survey” to look into sectors in which limited evidence has indicated child labor occurs. The Government stated that a report on this survey was under development by the Crisis Intervention Desk of the National Forum of Church Leaders in Tonga for MOIA.(14)

#### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Although limited evidence suggests that there may be problems in some sectors, research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms.

#### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tonga (Table 7).

**Table 7. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify ILO C. 182 and the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013
	Establish labor regulations that include a minimum age for employment of 14 years and a minimum age for hazardous work of 18 years in accordance with international standards.	2009 – 2013
	Define hazardous occupations and activities forbidden for children.	2009 – 2013
	Amend legislation to include boys as victims in prostitution-related crimes.	2009 – 2013
Enforcement	Ensure that government agencies are staffed and funded adequately to enforce laws on child labor.	2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2013
Government Policies	Ensure that the vocational education curriculum under Strategic Development Plan Nine incorporates measures to protect children from dangerous tasks.	2011 – 2013
	Assess the impact the existing policies may have on addressing child labor.	2010 – 2013
Social Programs	Publish results of the spot survey and conduct further research to determine the activities carried out by children, to inform policies and programs.	2013
	Implement programs to address the worst forms of child labor in sectors in which they are occurring.	2010 – 2013

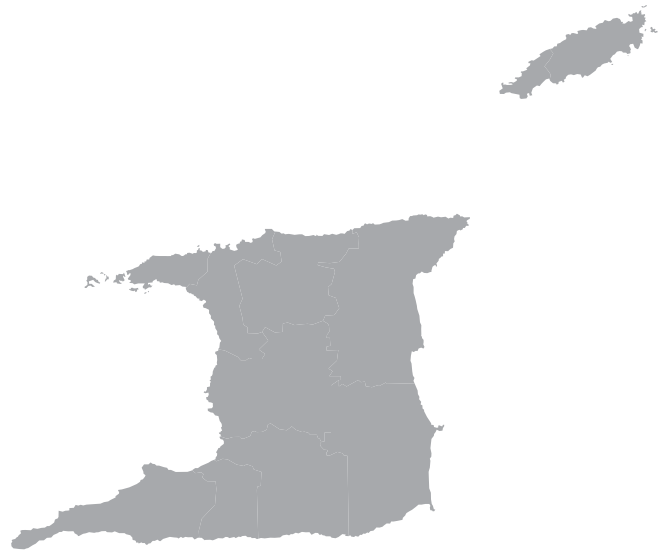
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# Trinidad and Tobago

## MODERATE ADVANCEMENT

*In 2013, Trinidad and Tobago made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established the Counter-Trafficking Unit to partner with the Police and the Office of the Director of Public Prosecutions to prosecute traffickers, as well as to coordinate with government agencies and non-governmental organizations to ensure victim protection. The Government also signed a Strategic Plan with UNICEF to promote children's rights, education, and early childhood development. In addition, it adopted a National Youth Policy that seeks to incorporate youth as partners in national development and mainstream youth issues in national policies. However, while the prevalence is thought to be limited, children in Trinidad and Tobago are reported to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. The Children's Authority of Trinidad and Tobago, which is mandated to protect children's rights by the Children's Authority Act of 2000 and the Children's Authority (Amendment) Act of 2008, is still not fully operational. The Government also has yet to ratify a list of hazardous occupations prohibited to children.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

While the prevalence is thought to be limited, children in Trinidad and Tobago are reported to engage in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation.(1-4) Table 1 provides key indicators on children's work and education in Trinidad and Tobago.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.0 (5,975)
Attending School (%)	5-14 yrs.	97.8
Combining Work and School (%)	7-14 yrs.	3.3
Primary Completion Rate (%)		91.0

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2014.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (1-3, 7)
Services	Domestic service* (7, 8)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking* (3, 4, 9) Used in drug trafficking as a result of human trafficking* (3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

A lack of data on the nature and prevalence of the worst forms of child labor precludes the development of policies and programs that address child labor issues, including in agriculture and commercial sexual exploitation. While the Government has previously expressed interest in conducting a National Youth Activity Survey that would inform such policies and programs, it has yet to produce one.(10)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Trinidad and Tobago has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	✓

The Government has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Miscellaneous Provisions (Minimum Age for Admission to Employment) Act (11)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Trafficking in Persons Act (12, 13)
Prohibition of Child Trafficking	Yes		Trafficking in Persons Act (13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sexual Offences Act; Children Act; Trafficking in Persons Act (13-16)
Prohibition of Using Children in Illicit Activities	Yes		Children Act; Trafficking in Persons Act (13, 16)
Minimum Age for Compulsory Military Recruitment	N/A*		Defence Act (17)
Minimum Age for Voluntary Military Service	Yes	18	Defence Act (17)
Compulsory Education Age	Yes	12	Education Act (18)
Free Public Education	Yes		Education Act (18)

\* No conscription or no standing military.

Trinidad and Tobago's Miscellaneous Provisions (Minimum Age for Admission to Employment) Act (2007) sets the minimum age for employment at 16.(11) However, current legislation does not establish a clear minimum age for hazardous work. There is also no list of hazardous occupations prohibited to children, even though the Government has reportedly been developing one since 2004.(19, 20)

In 2013, the Government implemented the 2011 Trafficking in Persons Act, which prohibits trafficking in persons, including children, for purposes of sexual or labor exploitation.(3, 9, 13). The Children Act, which is meant to replace the current Children Act of 1925, and which strengthens legislative frameworks that protect children's rights, was passed in 2012 but still requires "proclamation" by the President to take effect.(3)



# Trinidad and Tobago

## MODERATE ADVANCEMENT

Trinidad and Tobago has no compulsory military service and the minimum age for recruitment to the armed forces is 18. However, those who are willing to join between the ages of 16 and 18 may do so with written approval from a parent or guardian.(21)

The Education Act provides for free and compulsory schooling for children between the ages of 6 to 12.(3, 18, 20) This leaves children ages 12 through 15 vulnerable to child labor, as they are not required to be in school and are not legally permitted to work.(19, 20) The aforementioned Children Act seeks to amend the Education Act by raising the minimum age of compulsory education to 16, making it commensurate with the minimum age for work.(3, 20)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Small and Micro Enterprise Development (MLSME)	Monitor and enforce child labor laws, in part through the Labor Inspectorate Unit.(1, 2) Enforce hazardous labor laws through the Occupational Safety and Health Authority, and coordinate the enforcement of laws related to forced child labor in conjunction with the Ministry of the People and Social Development and the Ministry of National Security.(1, 3)
Office of the Director of Public Prosecutions	Oversee the enforcement of criminal laws in Trinidad and Tobago and lead the Criminal Law Department, which falls under the Ministry of the Attorney General.(22)
Trinidad and Tobago Police Service	Enforce criminal laws, including the commercial sexual exploitation of children and the involvement of children in illicit activities, in conjunction with the Office of the Director of Public Prosecutions.(1, 2)
Counter-Trafficking Unit	Investigate trafficking cases.(3, 23) Partner with the Police and the Office of the Director of Public Prosecutions to prosecute traffickers, as well as coordinate with government agencies and NGOs to ensure victim protection.(2, 3) Established in January 2013 and forms part of the Ministry of National Security.(3)

Law enforcement agencies in Trinidad and Tobago took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, The Ministry of Labor and Small and Micro Enterprise Development (MLSME) employed 15 labor inspectors in its Labor Inspectorate Unit. These inspectors carried out 892 inspections of businesses and found no cases of child labor.(3) The MLSME reports that inspectors received ongoing training on child labor issues in 2013, and the ILO has reported that this training, as well as the number of inspections conducted, is adequate. Ministerial funding and resources are also believed to be sufficient for the scope of the problem.(3)

#### *Criminal Law Enforcement*

In 2013, the Counter-Trafficking Unit employed five investigators. While the Unit's investigators received training on the worst forms of child labor, it was reported that the Police Service were in need of additional training to improve inter-agency coordination.(3) The Government allocated an annual budget of \$950,000 for the operation of the Counter-Trafficking Unit, and the IOM reported that this budget was sufficient. The IOM also reported that the number of investigators was adequate.(3)

While the Counter-Trafficking Unit did not report any criminal child labor violations during the reporting period, the number of investigations related to the worst forms of child labor is unknown.(3) There are three ongoing investigations into suspected cases of child trafficking, with two involving the commercial sexual exploitation of children, and the third involving children being forced to sell drugs. None of the cases has confirmed specific victims. (3) During the reporting period, the Counter-Trafficking Unit and the IOM worked with NGO shelters to assess the services that are available to trafficking victims.(3)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee for the Prevention and Elimination of Child Labor	Coordinate Government efforts to combat child labor and oversee the development of national policies on child labor.(2, 20, 24)
National Task Force Against Trafficking in Persons	Coordinate efforts to combat trafficking in persons and prosecute traffickers. Coordinate the provision of assistance to trafficked victims and develop national policies on trafficking.(3) Established by the Trafficking in Persons Act.(13)
Child Protection Task Force	Review policies and legislation on child protection issues and make recommendations on how public and private stakeholders can reduce risks to children's well-being. Tasked with making recommendations on how the Children's Authority of Trinidad and Tobago can be made fully functional.(3)

In 2013, the Prime Minister convened the Child Protection Task Force, which had not been active in the previous reporting period, and mandated that it make recommendations on how the Government can reduce risks to children and provide protections for them.(3) It was reported that the Government did not convene the National Task Force Against Trafficking in Persons in 2013.(3) Evidence suggests that the National Steering Committee for the Prevention and Elimination of Child Labor was also inactive in 2013 given a governmental report that called for its re-establishment.(3, 20)

The Children's Authority (Amendment) Act of 2008 contains provisions to empower the Children's Authority of Trinidad and Tobago. This body was conceived through legislative efforts in 2000 and was designed to enforce laws on children's welfare, promote the rights of children, and provide services for child protection.(1, 25-27) However, the Children's Authority has yet to become fully operational.(3)

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Trinidad and Tobago has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategic Plan for Child Development, 2012-2016	Aims to develop comprehensive initiatives across governmental ministries to promote and protect children's rights, including the elimination of all forms of child labor. Participating ministries include the MLSME and the Ministry for Gender, Youth, and Child Development.(3)
National Strategy for Child Rights†	Seeks to strengthen mechanisms and structures for protecting children's rights.(3)
National Youth Policy†	Seeks to incorporate youth as partners in national development and mainstream youth issues in national policies.(3)
Trinidad and Tobago – UNICEF Strategic Plan†	Aims to improve the lives of children through five focus areas, including evidence-based policy making, the promotion of children's rights, child protection programming, and education and early childhood development. Ministry of Planning and Sustainable Development will coordinate the planning and implementation of initiatives in concert with the UN's 2012-2016 efforts in the Eastern Caribbean.(28)

† Policy was launched during the reporting period.

The Government has yet to produce an action plan to implement policies that call for the prevention and elimination of child labor.(20)

In November 2013, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(29)

# Trinidad and Tobago

## MODERATE ADVANCEMENT

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Trinidad and Tobago funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
MLSME Programming‡	Aims to raise awareness about child labor and disseminate information on its negative effects through newspaper messages and its radio program "Labor Link."(2, 3)
Educational Programming*‡	Ministry of Education programs that encourage children to remain in school, including a school meal program that provides breakfast and lunch to children from low-income families; a book grant program; and a School Support Services Program that aids high-risk students with homework, counseling, and other services.(1-3)
Empowerment Social Strategies (PRESS ON) Initiative*‡	Ministry of the People and Social Development poverty reduction initiative that targets at-risk populations, including children, and which focuses on food security, youth training and skills development, and educational support.(3)
National Child Registry†	Government program to help provide an effective method for monitoring child welfare and development.(3)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Trinidad and Tobago.

It is not clear whether additional programs to address child labor in agriculture or assist children engaged in commercial sexual exploitation are needed given the limited scope of these problems.

### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Trinidad and Tobago (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013
	Clearly establish in the law a minimum age of 18 for hazardous work and establish a list of hazardous occupations prohibited to children.	2009 – 2013
	Enact the Children Act of 2012 to ensure legislative frameworks protecting the rights of children are strengthened.	2012 – 2013
	Raise the age of compulsory education to 16, the established minimum age for work, either through the enactment of the Children Act or in separate legislation.	2009 – 2013
Enforcement	Provide training to the Police Service to improve inter-agency coordination in combatting the worst forms of child labor.	2013
	Make publicly available the number of criminal investigations conducted regarding the worst forms of child labor.	2013
Coordination	Continue to operationalize the Child Protection Task Force, ensuring that it is able to provide protection and educational efforts against child labor.	2012 – 2013
	Ensure the National Task Force Against Trafficking in Persons convenes to continue coordinating efforts to combat trafficking in persons.	2013
	Ensure the National Steering Committee for the Prevention and Elimination of Child Labor actively coordinates governmental efforts to combat child labor.	2013
	Operationalize the Children's Authority, as mandated in the Children's Authority Act of 2008, to ensure it is able to implement its strategic objectives and enforce laws pertaining to children's welfare.	2012 – 2013
Government Policies	Adopt and implement a National Plan of Action Against Child Labor.	2011 – 2013
Social Programs	Conduct the National Youth Activity Survey to assess how best to address child labor in agriculture and the worst forms of child labor in commercial sexual exploitation.	2011 – 2013
	Assess the impact that educational and poverty-reduction initiatives may have on reducing child labor.	2013
	Assess the need to implement programs to address child labor in agriculture and the worst forms of child labor in commercial sexual exploitation.	2011 – 2013

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# Tunisia

## SIGNIFICANT ADVANCEMENT

*In 2013, Tunisia made a significant advancement in efforts to eliminate the worst forms of child labor. Tunisia approved a new Constitution, which includes new legal protections for children, and began implementation of a National Plan of Action to Combat Child Labor. The Government increased the number of labor inspectors from 380 to 490, trained them on child labor-related issues, and identified 53 violations of child labor law. The Government also established Child Protection Delegates in each governorate; continued to provide households vulnerable to child labor with cash transfers, access to health care, and school supplies; and initiated a national school feeding program to reduce drop-outs and improve access to public primary schools. However, children in Tunisia continue to engage in child labor in street work and are engaged in the worst forms of child labor in forced domestic service. Tunisia does not have a law to prohibit human trafficking. Furthermore, lack of current national level data on child labor makes it difficult to determine the prevalence and nature of child labor in Tunisia.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tunisia are engaged in child labor in street work and in the worst forms of labor in forced domestic service.(1-4) Work in these sectors makes both girls and boys vulnerable to commercial sexual exploitation.(1, 5, 6) NGOs report that child labor has become more pervasive and visible in Tunisia since the revolution in 2010.(7, 8) The highest poverty and unemployment rates in Tunisia are in the rural southeast region of the country and in the governorate of Kasserine.(9-11) Rural children in Tunisia are less likely than urban children to attend school past age 10.(11) Such children may be working instead of attending school.(9) These children often migrate to urban areas with their families in search of economic opportunity where they become vulnerable to being trafficked.(12) The lack of comprehensive national level data on child labor makes it difficult to assess the nature and extent of child labor in Tunisia.(9)

Table 1 provides key indicators on children's work and education in Tunisia. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		101.7

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(13)

Source for all other data: Understanding Children's Work Project's analysis, 2013.(14)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Herding livestock* (7)
	Agriculture, activities unknown* (3)
Industry	Construction, activities unknown* (6)



**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic Service (1-3)
	Selling fruits, vegetables, honey and livestock* (7)
	Street work including shining shoes, peddling, begging, working in cafés, and picking up garbage* (1, 3, 4, 6, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (5, 12, 15)
	Domestic service sometimes as a result of human trafficking (5, 12, 15)
	Use of children in drug trafficking* (15)
	Forced domestic service (4, 5, 16)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Tunisian children, mostly girls, work in domestic service.(1-3) There are also reports that girls are engaged in commercial sexual exploitation and domestic services as a result of trafficking.(1, 5, 12, 17) Recent reports indicate that young girls from the Northwest region of the country are particularly vulnerable to being trafficking for domestic service.(12) Tunisia is a source and destination country for children engaged in forced labor and commercial sexual exploitation as a result of trafficking. Child migrants fleeing conflict in neighboring countries are particularly vulnerable to human trafficking in Tunisia.(4, 12) Tunisians are vulnerable to transnational trafficking, often lured by traffickers with false promises of well-paid jobs abroad.(12)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Tunisia has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 53 of the Labor Code (18)
Minimum Age for Hazardous Work	Yes	18	Child Protection Code (19)
List of Hazardous Occupations Prohibited for Children	Yes		<i>Legislation title unknown</i> (20)
Prohibition of Forced Labor	Yes		Article 5 of the Penal Code (21)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 232 of the Penal Code; Child Protection Code (19, 21)
Prohibition of Using Children in Illicit Activities	Yes		Articles 171 and 224 of the Penal Code (21)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	20	<i>Legislation title unknown</i> (25)
Minimum Age for Voluntary Military Service	Yes	18	Child Protection Code (19)
Compulsory Education Age	Yes	16	Constitution of Tunisia 2014 (22)
Free Public Education	Yes		Constitution of Tunisia 2014 (22)

Tunisian law is not completely consistent with international standards regarding child labor. After an inspection of the workplace, the Labor Code allows the Government to authorize some children to engage in hazardous work from age 16 as long as the child's health is monitored and the work is paired with specific education and training.(18) The Labor Code gives the Ministry of Youth, Sports, Women, and Family the authority to determine in which hazardous jobs and activities children are not permitted to engage.(23) Children working in the informal sector do not have the same protections under child labor laws and regulations as children working in the formal sector.(18)

Tunisia does not have adequate law to prohibit human trafficking or trafficking of children. The Ministry of Justice has drafted an anti-trafficking bill in collaboration with international organizations. The bill has not yet been passed into law.(15, 24, 25)

The new Constitution, passed in January 2014, codifies the rights of children and sets the stage for new and updated policies and legislation that could provide greater protections for children engaged in child labor.(26, 27)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Affairs (MSA)	Enforce child labor laws through its inspectors and through collaboration with child protection officers and medical inspectors to identify and prevent the economic exploitation of minors. Collaborate with the General Union of Tunisian Labor to ensure that the Labor Code is enforced and that cases of child labor are reported and prosecuted.(18, 28, 29)
Ministry of Women and Family Affairs' Regional Centers for Family and Child Protection Delegates (MWFA)	Carry out activities for the protection of vulnerable children; established in 2013. Each governorate represented by its own delegate.(3, 30-32)
Ministry of Education	Collaborate with MWFA to identify children vulnerable to child labor.(17, 33)
Ministry of Justice (MOJ)	Employ a special policy unit tasked with enforcing laws against child commercial sexual exploitation.(7, 23, 28)
National Police	Maintain a special unit to address child commercial sexual exploitation.(23)
Ministry of Interior's Crisis Unit	Enforce law among extremist networks that recruit young Tunisians.(12)

Labor law enforcement agencies in Tunisia took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

#### *Labor Law Enforcement*

The Government of Tunisia identified 53 infractions to child labor law and increased the number of labor inspectors from 380 to 490 during the reporting period, but it did not publish information on the resolution of cases.(34, 35) Tunisia has a law to protect children in domestic service, but a limited number of sources state that it is virtually unenforced.(12) Inspectors received training on enforcing laws regarding child labor.(4)

***Criminal Law Enforcement***

Enforcement agencies do not distinguish effectively between human smuggling and human trafficking, which has hampered the Government's ability to identify trafficking victims, to investigate and prosecute trafficking offenses, and to convict offenders.<sup>(4)</sup>

**IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government of has established mechanisms to coordinate its efforts to address child labor including in its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MOJ, Interagency Anti-Trafficking in Persons Committee	Coordinate efforts to combat trafficking. Submitted a draft anti-trafficking bill to the Constituent Assembly in late 2012. (7, 28, 35)
Tripartite Steering Committee for the Implementation of the National Action Plan to combat child labor	Coordinate efforts to combat child labor with the Ministries of Interior, Social Affairs, Justice, Women and Family Affairs, Education, Vocational Training and Employment, the General Union of Tunisian Workers (UGTT), and the employer's organization, UTICA. Supported by the ILO.(25, 36)

**V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR**

The Government of Tunisia has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Plan of Action to Combat Child Labor†	Establishes policies and directs efforts to combat child labor through awareness raising, building the capacity of stakeholders, and guiding the coordination of government, NGOs, and civic participation. Supported by the ILO.(25, 36)

† Policy was launched during the reporting period.

**VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR**

In 2013, the Government of Tunisia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Universal Primary Education*	UNICEF-funded program supported by the Government that promotes quality education with a goal of achieving universal primary enrollment.(37)
School Drop-Out Prevention Program*	Ministry of Education program that maintains over 2,300 social protection units in schools and mobile units in rural areas to monitor students and prevent school drop-out.(23)
Assistance to Needy Families Program, Programme National d'Aide Aux Familles Nécessiteuses (PNAFN)	MSA program that provides support to poor families and children through cash-transfer, access to healthcare and assistance to ensure school attendance.(37-39)
National School Feeding Program†	The World Food Program that provides technical support to the Ministry of Education to create and implement a national school feeding program. Provides improved access to education and reduce drop-out rates in all public primary schools across the country. MOU was signed in January 2014.(40)
Trade apprenticeships ‡	Government program that provides wage earning and trade apprenticeships to youth ages 15 to 20, as an alternative to exploitative child labor.(41)
Shelters for Street Children*	Government operated shelters that serve at-risk youth.(4, 28)
Child Protection and Youth Center Network	Government program that maintains 21 youth centers and 67 child protection institutions able to serve up to 6,000 children engaged in or at-risk of engaging in child labor.(23, 31)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Against Child Domestic Labor in Africa and the Mediterranean	Government of France-funded, ILO research program that provides data on child domestic labor for the development of a National Action Plan Against Child Labor in Tunisia. Part of program includes other North African countries. (42)
The Support and Handover of Assistance and Referral Mechanisms as well as Exchange of Practices in Anti-Trafficking (SHARE)	IOM-funded program that carries out anti-human trafficking activities in collaboration with the Ministries of Justice, the Interior, Social Affairs and Women and Family Affairs,. Includes the objectives: (1) conduct a study on trafficking in persons and on the planning of operational measures to address it; (2) build the capacity of relevant institutions and agencies to identify and assist victims of trafficking based on their individual needs; and (3) strengthen cross-sector cooperation and the sharing of information through the establishment of a national referral mechanism to identify and assist victims of human trafficking.(12) In 2013, steering committee supervised the research and writing of the baseline assessment report on human trafficking in Tunisia.(12) Conducted an awareness raising campaign to keep youth in school and discourage illegal migration that could lead to human trafficking.(16, 28, 35)
MICS4-Tunisie, Multi-factor Study on Women and Children	Sponsored by Ministry of Development and International Cooperation and the International Institute of Statistics. Implemented by UNICEF by collecting data on vulnerable women and children in Tunisia in 2013, including some indicators on child labor.(11)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Tunisia.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tunisia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2013
	Pass the draft anti-trafficking bill into law and ensure that it prohibits and adequately punishes all forms of human trafficking.	2011 – 2013
Enforcement	Publish information on the resolution of identified child labor law violations.	2013
Government Policies	Ensure the right to education, as highlighted in the 2014 Constitution, is realized for rural children.	2013
Social Programs	Assess the impact existing programs may have on addressing child labor.	2011 – 2013
	Conduct comprehensive research to determine the extent and nature of child labor in the country.	2013

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# Turkey

## MODERATE ADVANCEMENT

In 2013, Turkey made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government published a national child labor survey and increased the number of labor inspectors by 41, from 958 to 999. In addition, the Government established child labor units in five provinces, which are charged with monitoring and coordinating all child labor projects. The projects specifically target children working in mobile and temporary agriculture, on the streets, and in small and medium sized companies. The Government also approved the 2013 Foreigners and International Protection Law, which includes strengthening coordination mechanisms and services to address human trafficking. However, children in Turkey continue to engage in child labor in agriculture, mostly in mobile seasonal work. The Government does not have laws that protect children working in agricultural enterprises employing fewer than 50 workers or small shops employing up to three persons. It also lacks legal protections for children involved in domestic service and work on the street.



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Turkey are engaged in child labor in agriculture, mostly in mobile seasonal work.(1) During the reporting period the Government released a 2012 Child Labor Force Survey, which revised the 2006 survey according to 2008 based population projection. Data from the survey indicates one-third of working children are ages 6–14 and two-thirds are ages 15–17.(2) The report found that from 2006 to 2012, the incidence of child labor in rural areas increased from 44.9 percent to 55.2 percent while child labor in urban areas decreased from 55.1 percent to 44.8 percent.(2) Table 1 provides key indicators on children's work and education in Turkey.

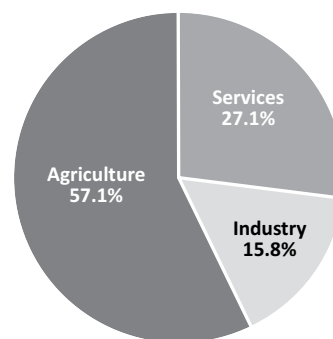
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	2.6 (320,254)
Attending School (%)	6-14 yrs.	92.4
Combining Work and School (%)	6-14 yrs.	1.6
Primary Completion Rate (%)		102.5

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey, 2006.(2)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of cotton, hazelnuts, citrus fruits, sugar beets, cumin, peanuts, and pulses (3-14)
Industry	Production of furniture, bricks,* shoes,* leather goods* (4, 14, 15) Auto repair*† (14, 15)
Services	Street work, including selling facial tissue packets or flowers, carrying bundles in market areas, cleaning car windshields, and begging (1, 4, 14, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (14-17) Criminal recruitment of children for sexual exploitation and for the drug trade (18) Use of child soldiers as a result of recruitment by Kurdish militant groups* (14, 19-21)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Evidence suggests that the number of child laborers involved in the production of furniture has considerably declined in the past decade, although the significance of the decline is unknown.(1) With the exception of the hazelnut harvest, which occurs during school vacation, children working in agriculture often migrate with their families for much of the year and may have limited access to health care and education.(3, 11, 12, 15)

Girls are trafficked into Turkey primarily from ex-Soviet countries for commercial sexual exploitation.(17)




There are also reports that children are recruited by Kurdish militant groups that have been fighting in Turkey for nearly three decades.(14, 19-21) A ceasefire has been in effect since March 2013 but militant groups reportedly remain equipped to attack government forces should the ceasefire unravel.(21, 22) During the reporting period, Kurdish groups made a commitment to ensure that 16–18 year olds are not used in combat zones, but media reported that recruitment of under-18s continued.(21) The current number of child soldiers in Kurdish militant groups is unknown. (14)

The Syrian Conflict has resulted in hundreds of thousands of Syrian refugees relocating to Turkey, some in government camps principally along the southern border and some moving into urban areas throughout Turkey. Due to their high level of vulnerability, some refugee children in urban areas are subject to a range of abuses including child labor, sexual exploitation, and trafficking.(1, 23) Some reports indicate that Syrian girls are sold into marriages.(23) During the reporting period, the Government finalized plans to issue biometric identity cards to Syrians, to provide occupational training, and to allow Syrians to work without usual permit formalities, hoping that parents' access to work will alleviate child labor abuses.(24)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Turkey has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 71 of the Labor Law (25)
Minimum Age for Hazardous Work	Yes	18	Regulation on Methods and Principles for Employment of Children and Young Workers (26)
List of Hazardous Occupations Prohibited for Children	Yes		Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers; Regulation on Heavy and Dangerous Work (26)
Prohibition of Forced Labor	Yes		Article 80 of the Penal Code (17)
Prohibition of Child Trafficking	Yes		Articles 80 & 201/b of the Penal Code; Law 4771 of 2002 (1)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 80 of the Penal Code; Law 4800 of 2003; Law 4804 of 2003 (1)

# Turkey

## MODERATE ADVANCEMENT

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (1)
Minimum Age for Compulsory Military Recruitment	Yes	21	Law on Military Service (27, 28)
Minimum Age for Voluntary Military Service	Yes	18	Law on Military Service (28)
Compulsory Education Age	Yes	16	Education Reform Law; “4+4+4” Policy (1, 6)
Free Public Education	Yes		Education Reform Law (1)

In 2013, the Government extended the minimum wage to workers of all ages.(1) This allows for equal pay for all workers, including 15-year-olds who were not previously included in minimum wage laws, and further discourages legally hiring children below the age of 15 if employers believe that they can pay a lower wage.(24)

Under the National Defense Service Law 3634, 15- to 18-year-olds can be deployed in civil defense forces in the event of a national emergency.(27, 28)

As stated in Article 4 of the Labor Code, labor Laws does not cover children who work in agricultural enterprises employing 50 or fewer workers or in small shops employing up to three persons.(11, 15, 25) These gaps in the labor law leave children vulnerable to exploitative conditions without legal protection. The Government also lacks legal protections for children working in domestic service and working without an employment contract, including those that work on the streets, as stated in Articles 1 and 4 of the Labor Code.

The 2013 ‘Foreigners and International Protection Law’ established the new Department of Protection of Human Trafficking victims within the new General Directorate for Migration Management (GDMM); outlined a new process for identifying human trafficking victims; created a new system to allow human trafficking victims to be eligible for renewable residential permits; and provided funding for three NGO-implemented human trafficking victims shelters in Istanbul, Ankara, and Antalya.(23)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Inspection Board Presidency within the Ministry of Labor and Social Security (MOLSS)	Implement laws on child labor and hazardous child labor, including regulating work environments and conditions for children. Monitor the implementation of the Labor Law provisions in work places under its jurisdiction. Conduct joint inspections with the Mentoring and Inspection Presidency to find children under legal working age who have dropped out of school and direct them back into education.(1)
Mentoring and Inspection Presidency within MOLSS	Monitor compliance with laws related to social security of all workers, including child workers. Conduct joint inspections with the Labor Inspection Board Presidency to find children under legal working age who have dropped out of school and refer them to education services.(1)
Turkish National Police (TNP)	Enforce laws defining criminal activity.(1)
Ministry of Justice	Prosecute legal cases regarding child labor or exploitation of children.(1)
Ministry of Family and Social Policy (MFSP)	Receive all referred child laborers in need of assistance. Directorate General of Child Services within MFSP coordinates services targeted to children living and/or working on the streets.(1)

Law enforcement agencies in Turkey took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Government continued to increase the number of labor inspectors authorized to conduct inspections, including on child labor, from 958 to 999. While the number of inspectors is still considered inadequate to fully

enforce Turkey's labor laws, the Government has made a significant effort to meet the demand, nearly doubling the size of the labor inspection force since 2008.(1) Labor inspectors spend the first three years of their careers as assistant inspectors. They receive on-the-job training that includes modules to raise their awareness on child labor and on legal provisions and enforcement mechanisms to address it.(1)

In 2013, 23,504 inspections were conducted involving 2,209,565 workers, including 397 children. Child labor penalties were levied on the 56 violations in 49 workplaces, and approximately \$27,000 was collected in fines.(24) However, the majority of child labor in Turkey does not take place in areas and establishments where labor officers have jurisdiction to conduct inspections. This includes small agricultural and forestry enterprises of fewer than 50 employees and small shops employing up to three persons.(1) Social security inspectors, within the Mentoring and Inspection Presidency, do visit businesses of all sizes, and can relay findings of child labor to the Labor Inspection Board Presidency.(24)

Complaints about child labor can be made by phone to a hotline operated by the Directorate General of Child Services within the Ministry of Family and Social Policy (MFSP) or through the Prime Minister's Office Communications Center Web site.(29) Research did not uncover how many calls were made to the hotline.

### ***Criminal Law Enforcement***

The Turkish National Police (TNP) handle all issues related to the treatment and protection of children but do not have a specific unit focused on child labor exploitation.(30) The TNP also investigates cases of human trafficking.(30) The Ministry of Justice, the TNP, and Ministry of Labor and Social Security (MOLSS) provide anti-trafficking training to their employees.(30) These agencies refer child victims to MFSP services.(31) The Government identified 15 adult trafficking victims, all of whom were victims of forced prostitution, and prosecuted 33 individuals on charges related to trafficking. There were no child trafficking victims identified, and no children were placed in child protection institutions during the reporting period.(23) The Ministry of Interior and NGOs provided training to law enforcement, judicial, and Ministry of Interior officials on human trafficking and the law, the referral system for human trafficking victims, and victim identification of human trafficking victims.(23)

## **IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR**

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

<b>Coordinating Body</b>	<b>Role &amp; Description</b>
National Steering Committee (NSC) on child labor issues	Coordinate and monitor programs and projects to be implemented nationwide to prevent child labor, primarily in its worst forms.(1) Chaired by the MOLSS Undersecretary and includes senior government officials, workers, employers, and NGOs. Coordinate the Time-bound National Policy and Program Framework for the Prevention of Child Labor.(1)
Advisory Board on child labor issues	Develop solutions for preventing child labor and exchange information among institutions regarding their work on child labor. Chaired by MOLSS and composed of representatives from government ministries, workers' unions, employers' organizations, NGOs, and universities as well as ILO and UNICEF representatives who participate as observers.(1, 32)
Child Labor Branch of the Employment Policies Directorate within MOLSS	Coordinate all child labor programs and efforts of the Ministry of Education, the Child Services Directorate General in MFSP, the Ministry of the Interior, the Ministry of Justice, and NGOs.(1, 24, 29, 33)
The Child Services Directorate General	Coordinate services for children living and working on the streets; located within the MFSP.(31, 34)
Task Force on Human Trafficking	Coordinate the implementation of the National Action Plan on Combating Human Trafficking. Located within the Ministry of Foreign Affairs (MFA) and coordinated by an ambassadorial-level official; includes officials from six ministries as well as representatives from NGOs, the IOM, and municipalities.(35, 36)

# Turkey

## MODERATE ADVANCEMENT

In 2013, MOLSS launched new offices with dedicated personnel in five priority pilot provinces: Gaziantep, Adana, Sanliurfa, Ordu, and Kocaeli. The offices are charged with monitoring and coordinating all projects and programs in each province while ensuring no overlaps among government departments.(1) In addition, the City Council of Adana formed a Committee to Combat Child Labor and Monitor Working Children.(1)

The Task Force on Human Trafficking has not met since 2012 and did not generate any reports in 2013.(23) However, the Government announced that the Ministry of Interior will create a new GDDM, which will house a new Department of Protection of Human Trafficking Victims. The GDDM will cover migration, asylum, and trafficking in person issues and was expected to be operational in April 2014.(23) When the GDDM is operational, it is expected to create a Coordination Board that will subsume responsibilities of the current Task Force on Human Trafficking.(23)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Turkey has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Time-bound National Policy and Program Framework for the Prevention of Child Labor	Aims to eliminate the worst forms of child labor by 2015. MOLSS, through the National Steering Committee, is the coordinating institution.(1, 37) Prioritizes reducing poverty, improving the quality and accessibility of education, and increasing social awareness and sensitivity to child labor.(1) Priority target groups include children working on the streets, heavy and dangerous work in small- and medium-sized enterprises, and mobile and seasonal agricultural work, except in family businesses. Articulates objectives, indicators, outputs, target groups, activities, and responsibilities for the elimination of the worst forms of child labor.(1)
Second National Action Plan on Combating Human Trafficking	Refines the strategy for the prevention of human trafficking and develops sector-specific action plans.(23)
Ninth Development Plan, 2007–2013	Includes priorities of poverty alleviation and decent work which have an impact on preventing child labor.(1, 38) In July 2013, the Tenth Development Plan, 2014–2018, was adopted by the General Assembly of Parliament and includes a focus on increasing equality of opportunity in education and increasing attendance in pre-school education.(39)
Strategic Plan for the Ministry of National Education, 2010–2014	Includes objectives to increase participation rates from pre-school to secondary education, promote vocational education, and terminate gender, and regional disparities.(40)
The Rural Development Plan, 2010–2013	Aims to enhance the living and working conditions of the rural population through sustainable agricultural development and was prepared by the Ministry of Food, Agriculture, and Livestock.(41) Addresses child labor in agriculture and focuses specifically on seasonal migrant labor.(42)

The Government of Turkey reports that they review the impact of policies on child labor when renewing or updating a policy. However, they do not make their assessments publicly available.(24)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Turkey funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Activation of Local Sources on Preventing Child Labor†	MOLSS-implemented 3-year program to support the Time-bound Framework through enhancing local capacity and building an effective monitoring system.(31) Targets children working in dangerous activities in small and medium-sized companies, children working in the streets, and children working in mobile and temporary agricultural work.(1) In 2013, established child labor monitoring units in five provinces to provide coordination and collaboration with other organizations and institutions in the province.(1) Sustain current and direct new efforts to prevent child labor, especially in its worst forms, to include assessments, guidance and direction, reporting, capacity building, and raising awareness. Identified 500 children to receive services.(1)



**Table 8. Social Programs to Address Child Labor**

Program	Description
Elimination of Worst Forms of Child Labor in Seasonal Commercial Agriculture in Hazelnuts†	Association of Chocolate, Biscuit and Confectionery Industries of Europe (CAOBISCO)-funded 2-year project that focuses on child labor in hazelnut harvesting in the Black Sea province of Ordu. Aims to raise awareness of the importance of education and the hazards of child labor among farm worker families, farm owners and supervisors, and local administrators and educators in partnership with provincial and municipal government entities and local NGOs.(1, 43) In 2013, withdrew or prevented 252 children from work and counseled 330 seasonal worker families. Effectiveness measurement will be taken in the harvest season of 2014.(44) Documentary video, Pikolo, was produced by the MOLSS-ILO-Ordu partners to raise awareness on child labor in other localities.(1)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Turkey.(45)
Improving the Work and Social Lives of Seasonal Mobile Agricultural Labor (METIP)‡	Government program to provide educational opportunities, including transportation, school supplies, and uniforms, to children of migrant laborers in order to prevent child labor in temporary agricultural work.(1) In 2013, Government budgeted \$4.5 million to the project and explored ways to incorporate the program into provincial social services to ensure long-term sustainability and expansion to all 81 provinces.(1)
Child and Youth Centers‡	MFSP's Directorate General of Child Services program operates 37 Child and Youth Centers and six homes which provide rehabilitation services to children working on the streets. Provide health screening, psychosocial support, occupational training, and education programs including social, cultural, artistic, and sports activities.(34, 42, 46) Provide financial support to families to help with the child's education.(42)
Conditional Education and Health Care Assistance Program‡	Government program that aims to reduce poverty through cash transfers.(34) Condition for families to participate in the program is for children between ages 6 and 15 to regularly attend primary school.(29) Provides milk to all primary school children and distributes books free of charge.(31)
Shelters for Victims of Trafficking‡	MFA program funded shelters for human trafficking victims in Istanbul, Ankara, and Antalya. Operated by NGOs and provide psychological, medical, and legal services for human trafficking victims.(23)
'157' Hotline for Victims of Trafficking‡	MFA and IOM funded and operated 24-hour toll-free hotline in multiple languages for human trafficking victims. Advertised through government awareness raising campaigns in airports and other points of entry into Turkey.(23)
Improving Social Integration and Employability of Disadvantaged Persons†‡	\$12.2 million European Union and Government of Turkey jointly funded grant aims to address poverty, lack of education, unemployment, and housing problems for Roma citizens. Includes activities of providing official identity cards to Roma citizens and supporting parents into the labor market to combat child labor.(24, 47)

† Program was launched during the reporting period.

‡ Program is funded by the Government of Turkey.

The Government of Turkey reports that they review the impact of a program on child labor when renewing or updating that program. However, they do not make their assessments publicly available.(24)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Turkey (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including in its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Revise the law to expand protections against hazardous and dangerous work for children in agriculture and small businesses.	2009 – 2013
	Amend laws to provide protections for children working as domestic workers and working without a contract, including children working on the street.	2010 – 2013
Policies	Make assessments about the impact of policies on child labor publicly available.	2013
Social Programs	Make assessments about the impact of existing programs on child labor publicly available.	2010 – 2013

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*In 2013, Tuvalu made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government, in collaboration with the ILO, began revising its laws to improve compliance with international standards, including those related to child labor. Tuvalu also continued implementing the Decent Work Country Program and educational programs that aim to keep children in school and provide alternative training for those that have dropped out. However, limited evidence suggests that children in Tuvalu continue to engage in child labor, particularly in agriculture and fishing. Gaps remain in the Government's legislative framework. Children ages 15 to 17 are not protected from work in hazardous environments, and children, particularly boys, are not adequately protected from commercial sexual exploitation. In addition, the Government has not collected data to determine the prevalence and nature of the worst forms of child labor in the country to inform policy and program development.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Limited evidence suggests that children in Tuvalu are engaged in child labor, particularly in agriculture and fishing.(1, 2) There is little available information about the extent and nature of the worst forms of child labor in Tuvalu.(3, 4) Table 1 provides key indicators on children's work and education in Tuvalu. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		99.2

Source for primary completion rate: Data from 2006, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**




Sector/Industry	Activity
Agriculture	Farming, activities unknown* (1, 2)
	Fishing, activities unknown* (1, 2)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Tuvalu has ratified one key international convention concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government of Tuvalu has not ratified ILO C. 182 on the Worst Forms of Child Labor.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 84 of the Employment Act (7)
Minimum Age for Hazardous Work	Yes	15	Articles 85-87 of the Employment Act (7)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Employment Act, Penal Code (7-9)
Prohibition of Child Trafficking	Yes		Penal Code, Counter Terrorism and Transnational Organized Crime Act (8, 10)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (8)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (8)
Minimum Age for Compulsory Military Recruitment	N/A*		The Government of Tuvalu does not maintain a military force, and therefore there is no military conscription (1, 11)
Minimum Age for Voluntary Military Service	N/A*		The Government of Tuvalu does not maintain a military force, and therefore there is no military conscription (1, 11)
Compulsory Education Age	Yes	15	Education (Compulsory Education) Order (12)
Free Public Education	No		

\* No conscription or no standing military.

In 2013, with support from the ILO, the Government began revising its laws to improve compliance with international standards, including those related to child labor. It also began working toward ratification of key ILO conventions, including the convention of the worst forms of child labor.(4) However, Tuvalu's current legislative framework still has a number of gaps.

Tuvaluan law does not protect all children under 18 from hazardous work. There is no explicit minimum age for hazardous work nor a hazardous work list.(7) Article 85 of the Employment Act prohibits children under age 15 from working on ships and in industrial undertakings, unless approved by the Minister of Labor. Article 86 of the Act prohibits boys under 16 from working in underground in mines. However, Article 87 permits boys under 18 to engage in these same types of work with certain restrictions.(7) There are no restrictions preventing girls ages 15 to 17 from performing work in underground mines, aboard ships, or during the night.(7)

Article 92 of the Employment Act allows children above the age of 14 to enter into 5-year apprenticeship programs. Apprentices may legally live away from their families, increasing their vulnerability to exploitation.(7) Article 118 gives the Minister of Labor Minister authority to exempt any person or class or group of persons from provisions of the law, including those provisions related to child labor.(7)

Articles 136, 137, and 139-142 of the Penal Code protect girls from prostitution, but there are no similar legal protections for boys older than age 15.(8, 13) Therefore, when the court has reasonable cause to suspect that a female child is being subjected to commercial sexual exploitation, it may issue the Tuvalu Police Force a warrant to search the premises and arrest the accused individual(s) under Article 143 of the Penal Code.(8) When a case involving the commercial sexual exploitation of a minor goes to trial, the court may appoint a guardian for a female victim. Since the law does not cover male children in similar circumstances, they lack this protection.(8)

All pornography is illegal in Tuvalu, and the Article 166 of the Penal Code includes penalties for those who make, distribute, or possess obscene publications.(3, 8, 14) While Article 141 of the Penal Code proscribes the use of children younger than age 15 for unlawful activity, it fails to protect children ages 15 to 17.(8)

Tuvaluan law regarding sexual and trafficking offenses, including those involving minors, designate maximum but not minimum sentences; this could lead to light sentences that are not commensurate with the gravity of the crime.(8)

Though there is no law guaranteeing free education, the Government's education policy provides for free tuition for children ages 6 to 13.(3, 4, 15, 16)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor (DOL)	Enforce labor laws, including those related to child labor.(1, 3, 4, 17)
Tuvalu Police Force	Enforce criminal laws related to the worst forms of child labor, including those related to child trafficking and the commercial sexual exploitation of children.(3, 4)

Labor law enforcement agencies in Tuvalu took actions to combat child labor, including its worst forms. However, research found no evidence that criminal law enforcement agencies took such actions.

#### *Labor Law Enforcement*

DOL employs one officer to conduct labor inspections.(4) No inspections conducted during the reporting period revealed child labor.(4) However, reports indicate that DOL has limited institutional capacity to carry out its duties. (3, 18) The Government does not have sufficient resources to formally monitor and enforce child labor laws.(2)

#### *Criminal Law Enforcement*

The Government did not track the number of criminal investigations related to the worst forms of child labor during the reporting period. There were no known prosecutions for these crimes in 2013.(4, 8)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The National Advisory Committee on Children, chaired by the Ministry of Education, is responsible for coordinating children's issues and reporting and monitoring on the CRC.(1, 3, 4) However, research found no evidence that the committee functions as a mechanism to address child labor, including in its worst forms.(4)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Tuvalu has established policies related to child labor, including its worst forms (Table 6).



**Table 6. Policies Related to Child Labor**

Policy	Description
Te Kekeega II*	National development strategy with key objective of improving livelihoods through private sector development and more effective use of public resources.(4) Focuses on improving access to and quality of education for Tuvaluan children.(4)
Tuvalu Education Strategic Plan II (2011-2015) (TESP II)*	Aims to enhance quality of education. Targets all levels of education, from early childhood through secondary, technical, and vocational education.(19) Priority areas include improving curriculum and assessment measures, increasing student achievement, enhancing the quality and efficiency of management, developing human resources, and strengthening strategic partnerships.(19)
Education and Training Sector Master Plan*	Targets children who drop out of school. Implemented by the Ministry of Education.(3, 15) Offers children alternative education and training opportunities.(15)

\*The impact of this policy on child labor does not appear to have been studied.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2012, the Government of Tuvalu participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description and Objectives
Decent Work Country Program (DWCP)	ILO-implemented program that aims to strengthen Tuvalu's labor laws, support the ratification of ILO Convention 182, and improve labor market monitoring systems by collecting recent statistics on child labor.(18, 20) Seeks to improve labor market information and calls for the inclusion of child labor modules in planned household surveys.(20)

Despite these efforts, research found no evidence that the Government of Tuvalu implemented any programs during the reporting period to provide services to children in child labor.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tuvalu (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify ILO C. 182 on the Worst Forms of Child Labor	2013
	Amend the law to protect fully all children under age 18 from hazardous work, including developing a hazardous work list in line with international standards.	2009 – 2013
	Provide greater legal protection to apprentices, limiting the types of work they can perform and the types of worksites in which they can work.	2009 – 2013
	Amend the law to protect boys ages 16 to 17 from commercial sexual exploitation.	2009 – 2013
	Amend the law to protect children ages 15 to 17 from use in unlawful activity.	2013
	Establish minimum penalties for violations of child sexual exploitation and trafficking laws that are commensurate with the gravity of the crimes.	2009 – 2013
Enforcement	Dedicate sufficient resources to child labor law enforcement, particularly with regard to inspections.	2009 – 2013
	Collect and publicize statistics on child labor enforcement, particularly criminal investigations and prosecutions related to the worst forms of child labor.	2009 – 2013
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2013
Government Policies	Assess the impact that development and education policies may have on child labor.	2010 – 2013
Social Programs	Conduct research to better understand the extent and nature of the worst forms of child labor in Tuvalu.	2010 – 2013
	Implement programs to provide services to children in child labor.	2009 – 2013

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# Uganda

## SIGNIFICANT ADVANCEMENT

*In 2013, Uganda made a significant advancement in efforts to eliminate the worst forms of child labor. The Government published the National Labor Force and Child Activities Survey 2011/12 during the year. The survey is the first comprehensive national survey on child labor in Uganda and includes detailed information on the activities of children in the country. The Government also trained 100 immigration officials to identify trafficking victims, registered 399 child victims of trafficking, and rescued 26 children who were being trained in Uganda to assist armed groups in the Democratic Republic of the Congo (DRC). In addition, Uganda began to participate in two new child labor projects. However, children from Uganda are reportedly recruited and forcibly abducted to join rebel militias operating in the DRC and Kenya. Within the country, children continue to engage in the worst forms of child labor in agriculture and in commercial sexual exploitation. Gaps in the legal framework persist, such as between compulsory education and minimum working ages, and enforcement information is not made available.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Uganda are engaged in the worst forms of child labor in agriculture and in commercial sexual exploitation. (1-6) Table 1 provides key indicators on children's work and education in Uganda.

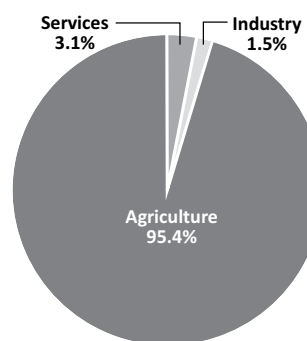
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	30.0 (3,034,126)
Attending School (%)	5-14 yrs.	88.7
Combining Work and School (%)	7-14 yrs.	34.4
Primary Completion Rate (%)		53.1

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2010.(8)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Picking coffee and tea† (6, 9-13)
	Growing cocoa* and tobacco (2, 11, 12, 14)
	Growing rice† and acting as scarecrows on rice fields (6, 11, 13, 15)
	Production of vanilla (6, 14)
	Cutting, collecting, and carrying sugarcane† (12, 16)
	Production of palm oil* (6)
	Herding cattle (1, 6, 12)
	Fishing, including catching, smoking, and selling fish; loading boats with equipment and offloading fish; using spears and diving under water to catch fish; and scaling, cleaning, and cutting fish (3, 5, 9, 11, 12)

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Industry	Making bricks (4, 6, 11, 14, 17)
	Producing and carrying charcoal (6, 12, 18)
	Mining† and stone quarrying*† (3, 6, 11, 19, 20)
Services	Domestic work (1, 6, 11, 21, 22)
	Street vending† (1, 3, 6, 14)
	Cross-border trading, including carrying heavy loads to and from Ugandan border points (3, 23, 24)
	Food† and beverage workers,† including in restaurants and bars (1, 3, 11)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 3, 4, 25, 26)
	Work in agriculture, bars, begging, cattle herding, and domestic service as a result of human trafficking (25, 26)
	Forced labor in brick making,* mining, and stone quarrying* (4)
	Used in the production of pornography by pimps and brothel owners (1, 3, 27)
	Use of under age children in armed conflict, sometimes as a result of abduction and human trafficking (28, 29)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182.

Uganda is a source and destination country for the trafficking of children.(27, 30) Children are trafficked internally for sexual exploitation and forced labor in fishing, agriculture, and domestic service.(30) In some cases, Ugandan children have been trafficked to Central, East, and North Africa for commercial sexual exploitation and forced labor.(25, 31) Children from Burundi, the Democratic Republic of the Congo (DRC), Kenya, Rwanda, Tanzania, and South Sudan are also trafficked to Uganda for commercial sexual exploitation and agricultural work.(30)



During the year, children from Uganda were recruited and forcibly abducted for service by the March 23 Movement (M23), an armed group based in the DRC, and the Democratic Forces for the Liberation of Rwanda (FDLR) armed group.(28, 29) It is reported that young Muslim boys between the ages of 10 and 15 were recruited and brought to the DRC and Kenya to join rebel militias, though the perpetrators are unknown. In addition, Ugandan children were reported to be in training in Uganda for Allied Defense Force (ADF)/National Army for the Liberation of Uganda rebel activity in the DRC.(28) Children associated with armed groups may be forced to serve as combatants, porters, spies, guards, domestic servants, and sex slaves. Children also monitor military check points and are used during looting expeditions.(29)

During the year, there were no reports that the Lord's Resistance Army (LRA) had abducted or conscripted children within Uganda for use in armed conflict. However, limited evidence suggests that the LRA used abductees from South Sudan, the DRC, and Central African Republic (CAR) as temporary porters.(32) The Uganda People's Defense Force (UPDF) assisted two children returning from LRA captivity during the reporting period; however, children abducted by the LRA continue to be unaccounted for and may be held by the LRA in the DRC, CAR, and South Sudan.(28)


## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Uganda has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

**Table 3. Ratification of International Conventions on Child Labor (cont)**

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	

Uganda has not ratified the Palermo Protocol on Trafficking in Persons.

Uganda has ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).(33) The Convention prohibits armed groups from recruiting children or allowing them to participate in conflict in any manner.(34)

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations on Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 32 (2) of the Employment Act 2006; Article 3 of the Employment (Employment of Children) Regulations 2012 (3, 35)
Minimum Age for Hazardous Work	Yes	18	Article 32 (4) of the Employment Act 2006; Article 5 of the Employment (Employment of Children) Regulations 2012 (3, 35)
List of Hazardous Occupations Prohibited for Children	Yes		Article 6 and the First Schedule of the Employment (Employment of Children) Regulations 2012 (3, 9)
Prohibition of Forced Labor	Yes		Article 25 of the Constitution (36)
Prohibition of Child Trafficking	Yes		Articles 3 and 5 of the Prevention of Trafficking in Persons Act 2009 (37-40)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 131, 136-137, and 139 of the Penal Code; Article 5 of the Employment (Employment of Children) Regulations 2012 (3, 41)
Prohibition of Using Children in Illicit Activities	Yes		Article 5 of the Employment (Employment of Children) Regulations 2012 (3)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 52(2)(c) of the Uganda People's Defense Forces Act; Article 5(b) of the Prevention of Trafficking in Persons Act 2009 (12, 42, 43)
Compulsory Education Age	Yes	12	Article 10(3)(a) of the Education (Pre-Primary, Primary, and Post-Primary) Act 2008 (38, 44, 45)
Free Public Education	Yes		Article 10(3)(a) of the Education (Pre-Primary, Primary, and Post-Primary) Act 2008 (12, 45)

\* No conscription or no standing military.

The use, procurement, or offering of any child for prostitution is illegal under Article 5 of Uganda's Employment (Employment of Children) Regulations 2012. (3) Despite these Regulations, Section 131 of the Penal Code only criminalizes those who procure or attempt to procure a girl for the purpose of commercial sexual exploitation. The Penal Code does not protect boys from being procured for the same purpose. (41, 46) The Penal Code penalizes intermediaries, but it is not clear whether it penalizes clients. The Code does not protect children who are procured or offered for prostitution from being treated as offenders rather than victims.(41, 46)

During the reporting period, Uganda passed the Anti-Pornography Act, 2014. Section 14 of the Act prohibits child pornography.(47)



Article 10(3)(a) of the Education (Pre-Primary, Primary, and Post-Primary) Act 2008 calls for free and compulsory primary education through age 12, but fees for school supplies and operating costs are often prohibitive for families. The law leaves children ages 12 to 14 particularly vulnerable to the worst forms of child labor as they are not required to be in school nor are they legally permitted to work in areas other than light work.(12, 24, 45)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Gender, Labor, and Social Development (MGLSD)	Enforce labor laws.(6, 9, 38) District labor officers conduct labor inspections, including occupational safety and health inspections, throughout the country.(9, 24, 38, 48, 49) The Child Labor Unit (CLU) develops policies and programs on child labor; serves as a resource for MGLSD's non-specialized labor inspectors, and occupational health and safety inspectors; and works with partners to implement awareness raising campaigns.(9, 49)
Ministry of Internal Affairs(MIA)	Enforce criminal laws against forced labor, trafficking, commercial exploitation, and the use of children for illicit activities. Lead investigations related to trafficking in persons.(9) Within the MIA, the Uganda Police Force's (UPF) Special Investigations Unit manage trafficking cases while the Sexual Offenses Department manage cases of commercial sexual exploitation. The Child and Family Protection Unit (CFPU) process child abuse cases, including child labor. (49) MIA's Immigration Department assist in the identification of potential trafficking victims.(28)
CFPU liaison officers	Handle child labor complaints and overall child protection issues at police posts that do not have a CFPU officer.(9)
Ministry of Justice and Directorate for Public Prosecutions	Prosecute trafficking cases.(50)

Law enforcement agencies in Uganda took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

Uganda's centralized labor inspection system was taken apart in the mid-1990s, following the decentralization of the country. The Local Governments Act, No. 1 of 1997 transferred labor issues from the central government to the districts.(48) The labor inspection function in the country has subsequently deteriorated.(48) Each of the 112 districts in the country is supposed to have a district labor officer responsible for addressing all labor issues, including child labor. There are conflicting estimates of the total number of district labor officers; however, the highest estimate is 49 officers countrywide.(49) Funding and logistical support for district labor officers is inadequate, and some officers are responsible for additional non-labor duties.(6, 49)

Comprehensive information on labor inspections is not available, but labor officials in some districts report conducting about 20 general inspections per year. This level of inspection is inadequate given the size of the country but lack of funding prohibits a sufficient number of inspections.(49) Information is unavailable on the number of child labor law violations and penalties issued. Labor officials participated in a two-day training on assisting women and child laborers to access justice.(49)

A source indicates that Uganda is in the process of developing a more comprehensive inspection program that involves all relevant public sector agencies.(51)

#### *Criminal Law Enforcement*

The Uganda Police Force's (UPF) Child and Family Protection Unit (CFPU) has about 500 officers throughout the country who handle child abuse, including child labor, complaints.(49)

Information was not available on the exact number of child labor complaints or investigations during the reporting period. The CFPU lacks sufficient resources to fully carry out its mandate.(49)

# Uganda

## SIGNIFICANT ADVANCEMENT

The Anti-Human Trafficking National Taskforce trained 100 immigration officers to identify potential trafficking victims during the reporting period. All 300 immigration officers have now received training on trafficking.(28) UNODC trained the Anti-Human Trafficking National Taskforce on investigation techniques. IOM and the National Coordinator of the Anti-Human Trafficking National Taskforce trained over 30 police, immigration, and Ministry of Gender, Labor, and Social Development (MGLSD) officials on providing assistance to child victims of trafficking. (28) In addition, IOM trained 15 officials from the Directorate of Public Prosecution, the National Taskforce, and the Police's Special Investigations Unit on investigations and prosecuting trafficking suspects. The Prevention of Trafficking in Persons Act has yet to be integrated into the general police training curriculum.(28) Training on other worst forms of child labor appears to be insufficient.(49)

Uganda registered 236 male and 243 female child victims of trafficking.(52) Fifty-six defendants were taken to court for new cases during the year and four people were convicted of trafficking crimes. Two of the parties were convicted for attempting to take a baby out of the country illegally.(28) The parties each paid a fine of \$485 in lieu of imprisonment. During the year, the government also arrested three people in eastern Uganda suspected of holding four girls for sexual exploitation.(28) The three defendants were on trial during the reporting period. In addition, the government arrested 56 suspected illegal labor recruiters.(28) A Chinese national accused of trafficking two girls for sexual exploitation was released on bail during the year and fled the country; an international warrant has been issued for his arrest.(28)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee (NSC) on the Elimination of Child Labor	Coordinate child labor issues and implementation of the National Action Plan (NAP) for the Elimination of the Worst Forms of Child Labor (2012/2013-2016/2017). Led by the MGLSD with representation from several ministries and trade unions, development agencies, civil society, and media houses.(12)
Stop Child Labor Partners Forum	Coordinate, monitor, and evaluate child-related program and policies in Uganda. Led by the National Council for Children (NCC), representatives come from several ministries, CPFU, and civil society groups.(12)
Anti-Human Trafficking National Taskforce	Coordinate anti-trafficking efforts among government ministries, draft policy, implement public information campaigns, and establish a database for trafficking cases. Led by MIA with 30-member representation from several ministries and government directorates, UPF, Interpol, and other security organizations.(12, 28) Standard Operating Procedures outline the responsibilities of various stakeholders.(12, 28)
National Child Protection Working Group	Address child protection issues. Led by MGLSD with participation from various ministries and civil society.(12)

In 2013, all of Uganda's coordinating mechanisms for child labor met regularly. The Anti-Human Trafficking Taskforce met nearly every month, and the National Steering Committee (NSC) on the Elimination of Child Labor, Stop Child Labor Partners Forum, and National Child Protection Working Group met quarterly.(12)

In 2012, Uganda established a Coordination Office to Combat Trafficking in Persons (COCTIP) and Anti-Human Trafficking Taskforce.(28, 53) The COCTIP Office is supposed to draft policy, implement public information campaigns, and manage a database on trafficking cases; however, it is not yet operational and serves primarily as a coordinating center.(4, 28, 50, 53)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Uganda has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
NAP for the Elimination of the Worst Forms of Child Labor (2012/2013–2016/2017)	Aims to reduce the worst forms of child labor in Uganda by 2017 by increasing enrollment and completion of primary education; increasing access to social protection and assistance by households; increasing public awareness; strengthening the legal and policy framework; withdrawing, rehabilitating, and integrating working children; and enhancing tripartite collaboration.(15)
National awareness strategy on trafficking†	Developed during the year as a result of a training conducted by IOM and the National Coordinator of the Anti-Human Trafficking National Taskforce for government officials from intelligence agencies and the Justice, Law, and Order sector.(28)
Decent Work Country Program (2013–2017)	Outlines strategies for promoting decent work in Uganda. Priorities include youth employment and improved social protection for both formal and informal workers.(54) Includes a focus on prevention and elimination of the worst forms of child labor.(54)
National Development Plan (2010/2011–2014/2015)	Outlines Uganda's development priorities and implementation strategies. Includes an objective to promote and empower artisanal and small scale miners, in part by training mining communities on child labor issues and enhancing monitoring of child labor in the mining industry. Addresses increasing household incomes and the availability and quality of gainful employment and access to social services.(55)
National Education Development Plan (2004–2015)*	Supports expansion of the basic education system to include complementary programs for disadvantaged children and youth.(56)
Skilling Uganda (2011–2020)*	Strategic plan for business, technical, and vocational education and training. Aims include providing vocational training to youth who drop-out of school.(57)
UNDAF Uganda (2010–2014)*	Aims to improve the situation of vulnerable populations through sustainable livelihoods and access to quality social services.(58)
Implementation Plan for the Amnesty Act of 2000 (2013–2015) †	Published during the year, the plan continues activities to disarm, demobilize, and reintegrate former LRA rebels, including child soldiers. Implemented by the Uganda Amnesty Commission along with other government agencies, (28)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

The National Anti-Trafficking Taskforce has drafted a national action plan to combat trafficking; the plan is in the final stages of review. The plan aims to prevent trafficking, increase prosecutions, and improve coordination and services. (59)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Uganda participated in and provided funding for programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Skilling Uganda*	Ministry of Education and Sports (MOES) program that provides vocational training to youth who drop-out of school. During the reporting period, the World Bank contributed \$75 million, OPEC contributed \$25.5 million, and Saudi Arabia contributed \$13.5 million.(12, 57) Government will improve 26 vocational schools with these funds.(12)
Uganda Social Assistance Grants for Empowerment (SAGE)*‡	MGLSD program that provides direct income support of about \$8 a month to poor and vulnerable households in 14 pilot districts located in Central, Northern, and Western Uganda. Supported by donors in the amount of approximately \$49 million.(12) Government has provided about \$2.4m in office space, equipment, and staff and has also released \$800,000 in funding for the program. During the year, 104,000 people received program benefits.(59)
Coordinated Response to Human Trafficking in Uganda†	IOM project that provides support to children trafficked from Karamoja region for exploitive labor on streets in urban areas of Uganda and builds capacity of services providers in Karamoja and elsewhere in Uganda.(53) Provided assistance to 77 girls and 55 boys trafficked internally from Karamoja.(28, 53) During the year, the program, together with the government, launched a Web site to raise awareness about trafficking issues in Uganda and provide information on laws and government activities. The Web site helps link trafficking victims to appropriate contacts.(28, 53)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Uganda Youth Development Link (UYDEL)	Program focused on child protection, including protection from sexual exploitation, trafficking, and labor, that provides rehabilitation and livelihoods skills training to victims. Services provided at five drop in centers and outreach posts in Kampala slum, one drop-in center in Kitega, Mukono District, and one rehabilitation transit center at Masooli in Wakiso District.(60)
Uganda Women's Effort to Save Orphans (UWESO)	Provides shelter and counseling to trafficking victims under the age of 18.(28)
Strengthening the evidence base on child labour through expanded data collection, data analysis, and research-based global reports	\$5,028,453 million USDOL-funded, 4.5-year project implemented by the ILO to increase statistical information and research for improved policy and program formulation on child labor. With support of the project, the Government published the National Labor Force and Child Activities Survey 2011/12 during the reporting period.(11, 61) The survey is the first comprehensive national survey on child labor in Uganda and includes detailed information on the activities of children in the country.(11)
Combating Child Labor through Education‡	MOES three-hour after school education program in areas where children are unable to attend school for a full day. Program collaborates with MGLSD and received support from ILO and the Dutch government.(12) Schools receive some funding from district budgets.(12)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Uganda.(62)
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Project†	USDOL-funded capacity building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to build local and national capacity of the Government to address child labor by improving legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards; improve monitoring and enforcement of laws and policies related to child labor; and develop, validate, adopt, and implement a NAP on the elimination of child labor in Uganda.(63)
African Youth Empowerment and Development Initiative(AYEDI)†	\$3 million USDOL-funded, 4-year project awarded in 2013 and implemented by World Education, Inc. to address exploitative labor among youth under the age of 18. The project will provide training to youth to help them develop marketable skills and serve as civic leaders in their communities.(64, 65)
Youth Venture Fund‡*	Government program aimed at reducing youth unemployment.(28)

\* The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Uganda.

In 2013, the government carried out a number of activities to raise awareness about trafficking in Uganda. The National Coordinator of the Anti-Human Trafficking Taskforce made regular contributions to media pieces on trafficking and spoke with target audiences, including youth groups, and Taskforce worked with NGOs to develop awareness raising campaigns.(28) The CPFU held regular discussions with secondary school students about commercial sexual exploitation and forced labor. Together with the IOM, the government screened an anti-trafficking movie and the National Theatre and is continuing to use the film for sensitization and discussion.(28)

The UPDF rescued 26 children between the ages of three and thirteen who were allegedly in training for ADF rebel activity in the DRC on Buvuma Island in Lake Victoria. The children were taken to a rehabilitation shelter run by the Ugandan Youth Development Link (UYDEL).(28) With IOM assistance, the National Taskforce and UPF assisted some victims of trafficking with their return home, including through provision of temporary shelters for children. The government's anti-trafficking budget is small, and the country is dependent on agency and donor contributions for its activities.(28) Funds for assistance to trafficking victims come primarily from the IOM and NGOs.(28)

Although Uganda has programs that address child labor, the scope of these programs is insufficient to fully address the extent of the problem.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Uganda (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the Palermo Protocol on Trafficking in Persons.	2013
	Amend the Penal Code to ensure that boys are protected from being procured for commercial sexual exploitation, all clients are penalized, and children who are procured or offered for prostitution are protected from being treated as offenders.	2009 – 2013
	Adopt legislation that increases the age of compulsory education to 14 so that it is commensurate with the minimum age for work.	2009 – 2013
Enforcement	Establish an adequately resourced, staffed, and trained labor inspection system.	2013
	Collect and publishing data on child labor violations and inspections.	2013
	Integrate the Prevention of Trafficking in Persons Act into the police officer training curriculum.	2013
Coordination	Operationalize the Office to Combat Trafficking in Persons (COCTIP) and increase funding for anti-trafficking efforts.	2013
Government Policies	Assess the impact that existing policies may have on addressing child labor.	2013
	Finalize and adopt the National Action Plan to combat trafficking.	2013
Social Programs	Take additional steps to ensure that all children are able to attend school regardless of their ability to pay school fees and other related costs.	2012 – 2013
	Assess the impact that existing social programs may have on addressing child labor.	2013
	Increase funding and services for trafficking victims.	2013
	Expand social programs to target children involved in the worst forms of child labor, particularly in agriculture and armed conflict.	2009 – 2013

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*In 2013, Ukraine made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government increased the punishment for engaging children in pornography, begging, and other exploitative labor to between 5 and 10 years of imprisonment.*

*It provided training on child labor to labor inspectors and on trafficking to law enforcement and migration officials as well as judges. It provided the Cyber Crimes Department with new software to track child pornography. The Ministry of Social Protection (MSP) also published standardized guidelines for all regions to use in providing services to trafficking victims. However, children continue to engage in child labor in the service sector and in the worst forms of child labor in commercial sexual exploitation, including pornography. Gaps remain in some areas of laws as well as policy and program implementation. The Criminal Code does not prohibit the possession of child pornography and lacks clarity regarding the age of consent for sexual relationships. The National Action Plan to Implement the UN Convention on the Rights of the Child and the National Program for Combating Human Trafficking remained unfunded in 2013. Furthermore, shelter and rehabilitation centers for children, including street children and victims of trafficking, are insufficient to fully address the extent of the problem.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ukraine are engaged in child labor in the service sector and in the worst forms of child labor in commercial sexual exploitation, including pornography.<sup>(1)</sup> Table 1 provides key indicators on children's work and education in Ukraine.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	15.1 (904,210)
Attending School (%)	5-14 yrs.	95.8
Combining Work and School (%)	7-14 yrs.	17.3
Primary Completion Rate (%)		102.8

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.<sup>(2)</sup>

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.<sup>(3)</sup>

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Harvesting of onions,* other activities unknown (1)
Industry	Construction, activities unknown* (1)
	Mining, including loading, transporting, and sorting of coal (4)
Services	Sales activities in kiosks* (5)
	Street trade,* including distributing advertising leaflets* and washing cars* (1, 5)
	Begging* (1)
Categorical Worst Forms of Child Labor†	Used in production of pornography (1, 6, 7)
	Commercial sexual exploitation sometimes as a result of human trafficking (7-9)
	Begging and domestic service as a result of human trafficking* (6)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C.182.

# Ukraine




## MODERATE ADVANCEMENT

Commercial sexual exploitation of children, including pornography, remains a serious problem in Ukraine.(7, 10) Children are trafficked from Ukraine to other countries as well as within the country.(9, 11) Homeless, orphaned, and poor children are at high risk of being trafficked and are targeted by recruiters for child pornography.(8, 12) There is a lack of research on the work activities carried out by children in agriculture, construction, and services in Ukraine. Access to education is limited for rural and Roma minority children. In areas with low population density, some schools have closed due to the lack of school-aged children, forcing children to travel to distant villages for school.(10)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Ukraine has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 188 of the Labor Code, Article 150 of the Criminal Code, Criminal Procedure Code (1, 13, 14)
Minimum Age for Hazardous Work	Yes	18	Article 190 of the Labor Code (13)
List of Hazardous Occupations Prohibited for Children	Yes		Order No. 46 (1, 15)
Prohibition of Forced Labor	Yes		Article 43 of the Constitution of Ukraine (16)
Prohibition of Child Trafficking	Yes		Article 149 of the Criminal Code, Criminal Procedure Code (1, 14)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 301-303 of the Criminal Code, Law On Childhood Protection; Law on Amendments to Some Legislative Acts of Ukraine on Combating the Distribution of Child Pornography (1, 14, 17, 18)
Prohibition of Using Children in Illicit Activities	Yes		Article 309 of the Criminal Code (14)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 15 of the Law of Ukraine on Military Duty and Military Service (19)
Minimum Age for Voluntary Military Service	Yes	18	Article 15 of The Law of Ukraine on Military Duty and Military Service (19)
Compulsory Education Age	Yes	18	The Law on General Secondary Education (20, 21)
Free Public Education	Yes		The Law on General Secondary Education (20, 21)

In Ukraine, the minimum age for work is 16; however the Labor Code allows children in secondary or vocational schools to perform light work at age 14 with parental consent, provided that work does not interfere with their education and is not harmful to their health.(1, 22) Research found that minors in vocational training programs for hazardous occupations are permitted to perform hazardous work for less than four hours a day beginning at age 14, as long as occupational health and safety standards are met.(15) Moreover, the ILO Committee of Experts noted that the minimum age for such work is 2 years below the international minimum age of 16 for entering hazardous vocational training.(22)

In 2013, the punishment for engaging children in pornography, begging, and other exploitative labor increased to 5 to 10 years of imprisonment.<sup>(1)</sup> However, existing criminal laws in Ukraine continue to have gaps in fully protecting children from the worst forms of child labor. While the Criminal Code prohibits commercial exploitation of children, it does not specifically define an age of consent for sexual relations. In some courts, children ages 16 to 17 have been prosecuted as offenders rather than victims of sexual exploitation.<sup>(1)</sup> In addition, there is no law that prohibits the possession of child pornography.<sup>(1)</sup>

The President signed Decree No.562 that prohibits mandatory military service starting in 2014.<sup>(1)</sup> It is not known whether the unrest in Ukraine will have any impact on this decision.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Social Policy (MSP) State Labor Inspectorate (SLI)	Conduct child labor inspections as part of the regular inspection process. Approximately 85 percent of inspections are unannounced. <sup>(1)</sup>
SLI/ Department of Oversight for Labor Issues/ Oversight of the insured and child labor/ Child Labor Division	Enforce child labor laws, including laws on hazardous child labor. <sup>(1, 7, 18)</sup>
Ministry of Social Policy's Department on Adoption and Children's Rights Protection	Identify children involved in the worst forms of child labor, most of whom are in the informal sector. <sup>(7, 18)</sup>
Ministry of Interior's Criminal Police for Children's Affairs (CPCA)	Address involvement of children in criminal activities. Among other responsibilities, identify children in the informal sector involved in the worst forms of child labor, and address crimes against minors. <sup>(1, 7)</sup> Refer children in need to social services offered by the Ministry of Social Policy. <sup>(18)</sup>
Ministry of Interior's Department for Combating Crimes Related to Human Trafficking (CTD)	Enforce laws against child trafficking and cybercrimes. <sup>(1, 9)</sup>
State Migration Service	Assist refugees and migrants in need in the country. <sup>(18)</sup> Prevent human trafficking. <sup>(1)</sup>
State Border Guards Services (SGBS)	Protect the country's borders and identify cases of trafficking. <sup>(18)</sup>
Office of the Ombudsman for Children's Rights	Monitor the rights of children, including the issue of child labor, ensuring that Ukraine abides by international obligations regarding children's rights. Coordinate the development of laws on child protection. <sup>(5, 23)</sup>

Law enforcement agencies in Ukraine took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the State Labor Inspectorate (SLI) employed 572 labor inspectors, which is fewer than the 706 it employed in 2012.<sup>(1)</sup> A number of inspectors, including new hires, were trained on child labor issues during 2013. According to the SLI, the number of inspectors is inadequate compared to the number of registered employers in Ukraine (1.369 million).<sup>(1, 24)</sup> Funding for inspections is limited; inspectors lack offices, transportation, and travel budgets.<sup>(1, 25)</sup> Inspectors are required to obtain prior approval for inspections from their central office, which may hamper the inspectors' ability to detect and act on sudden child labor law violations. The percentage of businesses inspected each year is about 2.5 percent and inspections in the informal sector are not authorized.<sup>(1, 24)</sup>

During the reporting period, SLI conducted 9,746 child labor inspections, including in the agricultural sector.<sup>(24)</sup> SLI found 1,082 minors working in violation of the labor law: 6 children under 14 years old, 14 children ages 14 to 15, 73 children ages 15 to 16 years, and 989 children ages 16 to 18 years.<sup>(18)</sup> The most common violations were for overly long working hours, failure to maintain work records, hazardous conditions, and delayed pay.<sup>(1)</sup>

# Ukraine

## MODERATE ADVANCEMENT

SLI filed 325 administrative cases against employers that resulted in court proceedings and 25 cases were forwarded to law enforcement bodies for criminal enforcement action.(18) According to SLI, administrative and certain criminal fines assessed against employers for child labor violations are too low. They range between \$60-\$200 for administrative violations and are about \$100 for some criminal violations.(1) The amount of collected fines for 2013 was approximately \$1.3 million, but there are no separate statistics on fines collected for child labor violations.(1)

### *Criminal Law Enforcement*

Under the administrative reform undertaken by the Government over the past few years, the Criminal Police for Children's Affairs (CPCA) was reorganized into a unit under the Criminal Police Department of the Ministry of Interior and the CTD was reorganized as the Counter Trafficking Division under the Criminal Investigation Department and Cyber-Crime Division.(5) The reform resulted in the departure of specially trained detectives and a reduction in time spent on trafficking investigations.(18) However, during 2013, the CTD was elevated back to the level of Department.(1) It is too soon to determine the effect this will have on staffing at the CTD. During 2013, the CPCA employed approximately 3,000 officers throughout the country, while the CTD had more than 500 officers.(1, 18)

In 2013, IOM provided anti-trafficking training to 70 law enforcement officers and 80 State Migration Service officers, as well as training on work with witnesses and victims of trafficking to 120 judges.(1) However, concerns have been raised that the training of judges is more focused on punishing offenders, even if they are under age 18, than treating children as witnesses or victims. During the first six months of the year, 30 minors were brought up on charges for prostitution.(1)

The Cyber Crimes Division obtained two new software tools to scan seized electronic media for pornographic images and to track illicit images online in real time. The Department's regional offices were trained on the software.(1)

In the first six months of 2013, the Government opened five cases under section 149 of Criminal Code involving child trafficking.(22) The State Judicial Administration convicted 109 defendants in 2013, but information on convictions for human trafficking is not broken down by whether the cases involved adult or child victims.(9) Also in early 2013, the Government indicted 201 individuals for criminal offenses involving violence, cruelty, or child pornography and 178 individuals for crimes involving procurement or pimping.(22)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MSP	Take a leading role in coordinating policy on child labor and trafficking issues.(9, 18)
Interagency Council on Family, Gender Equality, Demographic Development, Prevention of Violence in the Family, and Counter Trafficking Issues	Coordinate efforts to address the worst forms of child labor, including trafficking of children.(5) Members include representatives from the Ministries of Justice, Education, Security, Health, Foreign Affairs and international and non-governmental organizations.(1) Chaired by the MSP.(9)

The Ministry of Social Policy (MSP) published a full year report on its anti-trafficking activities in March, 2014. However, research did not find any evidence of efforts to address other child labor issues.(18) In addition, although the Interagency Council's requirements call for a meeting every 3 months, the council did not meet in 2013.(1, 5)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ukraine has established policies related to child labor, including its worst forms (Table 7).



**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan for Child Protection 2010–16 (NAP)	Aims to protect children, including from economic exploitation, through awareness raising, rehabilitation of victims found in the worst forms of child labor, access to education, and creation of a child labor monitoring system.(1, 18)
National Program for Combating Human Trafficking Until 2015	Guides the work of the National Coordinator on Combating Human Trafficking and contains specific actions and timetables in regard to preventing, protecting, and prosecuting trafficking crimes.(8) Resulted in a number of adopted regulations, including some that pertain to interagency cooperation, one regarding procedures to identify trafficking victims, another establishing the right to financial assistance for trafficking victims, and another establishing a State Registry for Human Trafficking Crimes.(8, 17)

In 2013, the Government of Ukraine did not provide funding to either NAP or the National Program for Combatting Human Trafficking.(1) Due to a lack of funding, the implementation of the monitoring system under the NAP did not move beyond the implementation of a pilot program in two locations in 2012. Research found no evidence of additional actions under NAP during the reporting period.(5) The lack of sufficient funds hampers the ability of the Ministries to implement actions called for under NAP and the National Program for Combatting Human Trafficking. (23, 26)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Ukraine funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Shelters and Centers for Socio-Psychological Rehabilitation of Children‡	MSP operated program to provide protection in 28 short-term shelters and 80 long-term rehabilitation centers for children in need, including street children.(9)
Centers for Social Services for Family, Youth, and Children‡	Government run program to provide services for victims of human trafficking, assess victims' needs and draft rehabilitation plans. As of 2013, offered 736 Centers.(8, 9) In 2013, MSP adopted "Standards for Social Services for Trafficking Victims" to standardize the provisions of services across local regions.(9)
Anti-trafficking awareness-raising programs‡	Joint effort by State Border Guard Service (SBGS) and IOM to prepare anti-trafficking messages aired on television. Publishing articles in print and electronic media to raise awareness of trafficking.(9)
Multiplication of the Anti-Trafficking National Referral Mechanism in Ukraine‡	Government and OSCE joint program that trained approximately 5,000 officials in several regions of Ukraine to identify and provide services to trafficking victims. Involved collaborative work between local agencies and non-governmental partners.(17) Included training for additional 300 officers on the national referral mechanism in cooperation with IOM.(9)
Countering Trafficking in Persons (TIP) Project	USAID-funded project implemented by IOM to reduce trafficking in persons by building the capacity of Ukrainian institutions to address the problem by strengthening the national referral mechanism and increase government funding for counter-trafficking efforts.(27)
Global Action Program on Child Labor Issues Project	USDOL-funded capacity building project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve monitoring and enforcement of laws and policies related to child labor in Ukraine.(28)
The Decent Work Country Program*‡	Government and ILO 3-year joint program that incorporates the results of the evaluation from the 2008–2010 Decent Work Country Program of Ukraine.(29) Includes a social protection component to improve the social status of migrant workers, develop and implement a national occupational safety and health program, and strengthen the labor inspection system.(29)
Free school lunches*‡	Government sponsored program that provides free school lunches to certain categories of children including those from families with many children, families of Chernobyl victims, low-income families, and families in some rural areas.(26)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Ukraine.

# Ukraine

## MODERATE ADVANCEMENT

During the reporting period, IOM identified 23 children as trafficking victims, the majority of whom were girls. Most of the children were trafficked for forced labor, street begging, and sexual exploitation.(9) IOM provided services to all victims. However, MSP granted only nine children status as victims of trafficking, which allows victims to benefit from free government services.(9) IOM asserted that the failure to grant this status may have resulted from the insufficient provision of documentation to MSP.(9)

Although MSP provides services for children in shelters and social-psychological rehabilitation centers, the current capacity is insufficient to fully address the extent of the problem.(5) In addition, the Centers for Social Services for Family, Youth, and Children have experienced a large turnover of staff due to an excessive workload and low pay.(8) This may restrict the Centers in their ability to efficiently address the main needs of trafficking victims. Likewise high turnover in the regions, where local agencies are responsible for identifying trafficking victims under the National Referral Mechanism, has hampered the provision of services to victims.(9)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ukraine (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Labor Code to prohibit all children younger than age 16 from working in hazardous occupations in vocational training.	2011 – 2013
	Ensure that laws treat children of age 16 and older as victims of sexual exploitation rather than as offenders.	2012 – 2013
	Amend the Criminal Code to prohibit possession of child pornography.	2012 – 2013
Enforcement	Increase the number of inspectors, provide labor inspectors with appropriate resources to carry out inspections, and increase the number of inspections.	2011 – 2013
	Increase the fines assessed by inspectors for administrative and criminal violations of child labor laws.	2013
	Collect complete data, disaggregated by age and type of trafficking for victims of trafficking served by the justice system.	2013
	Ensure that judges treat children who are victims of commercial sexual exploitation and other worst forms of child labor as victims and not offenders.	2013
	Closely monitor the effects of the recent administrative reform and ensure that protection of children from child labor and its worst forms remains a priority.	2010 – 2013
	Ensure that the Interagency Council on Family, Gender Equality, Demographic Development, Prevention of Violence in the Family, and Counter Trafficking Issues carries out its mandate to coordinate the Government's efforts on all child labor issues, not just trafficking, through regular meetings and other activities as appropriate.	2009 – 2013
Government Policies	Provide sufficient funds to implement the National Program for Combatting Trafficking and NAP, including the mandated child labor monitoring system.	2010 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in agriculture and construction to inform policies and programs	2013
	Assess children's access to rural schools and develop programs to facilitate access to schooling for Roma and children in rural areas.	2010 – 2013
	Assess the impact that Decent Work, Families for Children, free school lunches, and related programs may have on child labor.	2011 – 2013
	Ensure that all reasonable efforts are made to obtain needed documentation when considering whether to grant "trafficking victim status" to children.	2013
	Increase the number of shelters and social-psychological rehabilitation centers for children.	2013
	Take steps to reduce turnover in both the Centers for Social Services for Family, Youth, and Children and in local agencies that are part of the National Referral Mechanism to ensure that victims of human trafficking are provided the amount of quality services they require.	2012 – 2013

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# Uruguay

## MINIMAL ADVANCEMENT

*In 2013, Uruguay made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continues to implement the national plan focused on addressing the commercial sexual exploitation of children, as well as the national plan to combat child labor in garbage dumps. Numerous public awareness campaigns about child labor were also implemented during the reporting period and included areas within the interior of the country. However, children in Uruguay continue to engage in the worst forms of child labor in garbage dump scavenging and in commercial sexual exploitation. Uruguay lacks a comprehensive national child labor policy, and programs to prevent and eliminate child labor are limited.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Uruguay are engaged in the worst forms of child labor, including in garbage scavenging and in commercial sexual exploitation.(1-4) Research indicates that many children work in the informal sector. However, specific activities related to children's work in the informal sector are unknown.(5)

Table 1 provides key indicators on children's work and education in Uruguay.

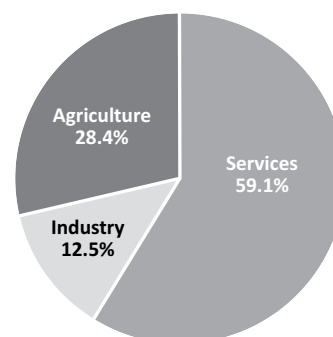
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.1(31,955)
Attending School (%)	5-14 yrs.	97.8
Combining Work and School (%)	7-14 yrs.	6.5
Primary Completion Rate (%)		104.3

Source for primary completion rate: Data from 2010 UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Trabajo Infantil Survey, 2009.(7)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Livestock raising, activities unknown† (1)
	Fishing,*† activities unknown (1, 3)
Industry	Construction work† in buildings and roads (1, 4)
	Manufacturing, activities unknown† (1, 4)
Services	Street work,*† including begging and vending* (2-4, 8-10)
	Garbage scavenging† (8)
	Domestic service† (1-4)
Categorical Worst Forms of Child Labor‡	Forced domestic service (1-4)
	Used in the production of child pornography* (9, 11, 12)
	Commercial sexual exploitation sometimes as a result of human trafficking (9, 11, 12)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182

The Government has found that the number of children of afro-descent engaged in child labor is higher than that of children of other ethnic groups in Uruguay.(1, 13, 14) Children of afro-descent are more likely to be engaged in work that exposes them to harm.(13, 14) The Ministry of Social Development and the National Statistics Institute (INE) have estimated that approximately 20,000 children scavenge in garbage dumps with their parents.(8, 15) A March 2013 Ministry of Social Development report revealed that children in 1,211 homes in Montevideo, where families sort garbage and recyclables, live in unsanitary and unhealthy conditions. More than 70 percent of these children live in chronic poverty.(5, 8) Children engage in commercial sexual exploitation, especially in tourist areas and near the borders of Uruguay with Argentina and Brazil. There are limited reports that minors engage in prostitution as a way to assist their families.(2-4) Children are also trafficked internally for sexual exploitation, and there is some evidence that they are engaged in child pornography.(9, 11, 12) The 2009 National Child Labor Survey found that 11.6 percent of children between the ages of 5 and 17 were engaged in some form of economic activity. Of these children, 8.5 percent were engaged in work that was considered to be hazardous. Engagement in such work is more likely to occur in rural areas than in urban areas.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Uruguay has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Code for Children and Adolescents (16)
Minimum Age for Hazardous Work	Yes	18	Code for Children and Adolescents (16)
List of Hazardous Occupations Prohibited for Children	Yes		Resolution 1012/006 (17, 18)
Prohibition of Forced Labor	Yes		Constitution (19)
Prohibition of Child Trafficking	Yes		Migration Act (20); Code for Children and Adolescents (16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Migration Act (20); Code for Children and Adolescents (16) Commercial or Non-Commercial Sexual Violence Committed Against Children, Law 17.815 (21)
Prohibition of Using Children in Illicit Activities	Yes		Drug Act (22, 23)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 29 of law 18.650 of 2010 (24)
Minimum Age for Voluntary Military Service	Yes	18	Article 29 of law 18.650 of 2010 (24)
Compulsory Education Age	Yes	15	General Education Law 18.437 (25)
Free Public Education	Yes		General Education Law 18.437 (25)



# Uruguay

## MINIMAL ADVANCEMENT

The Adolescent Labor Division within the Institute for Adolescents and Children (INAU) grants minors between the ages of 13 and 15 permission to engage in light work. The Government of Uruguay has not yet drafted a list of what occupations constitute light work.(2, 16) Research did not identify any potential penalties for violations of Resolution 1012/006 on hazardous occupations that are prohibited for children.(17) Decree 321 also identifies the agricultural sector as hazardous and prohibits the engagement of children under the age of 18 in this sector. It also stipulates penalties for any infractions.(18) The Migration Act comprehensively prohibits the trafficking of persons into or out of the country for the purpose of forced labor or sexual exploitation. The law also lists trafficking of children as an aggravating circumstance.(20, 26)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)	Monitor overall enforcement of labor laws and, compliance with labor regulations and issues penalties for violations. Responsible for the legal protection of workers, including by identifying locations and conditions where child labor may occur (5, 8, 27-29) MLSS Inspection Unit responsible for inspections to address violations of the law. MLSS's inspectors refer child labor cases to Institute for Adolescents and Children (INAU).(5, 8, 27, 28)
Ministry of Social Development's Institute for Adolescents and Children (MIDES/INAU)	Lead agency responsible for children's issues in Uruguay. Assist all children, including those employed within informal sector.(2, 30) Enforce and implement policies to prevent child labor and provide training on child labor issues.(29) Evaluate permit requests and grants work permits, ensuring children under 18 are not employed in hazardous work. Support child welfare and protection and coordinate services for children found in child labor.(5, 8, 29, 31) Work with the Ministry of Labor and the National Insurance Bank to investigate child labor complaints and with the Ministry of Interior (MOI) to prosecute cases when legal violations found.(32) INAU's Department of Child Labor: 1) prevent and monitor the participation of minors in work activities that might adversely affect welfare and development, 2) monitor work conditions and environment as well as legislation on minors, 3) investigate all accidents and complaints of irregularities at the national level and 4) propose amendments and regulations of current legislation regarding child labor.(33)
Ministry of the Interior (MOI)	Investigate all organized crimes, including child trafficking, commercial sexual exploitation of children, and use of children in narcotic operations. Gather evidence for a judge to make ruling.(3, 12, 32, 34) Children identified as victims of the worst forms of child labor through MOI investigations can be placed under protection or custody of INAU.(3, 34)
Specialized Court for Organized Crime	Operated by two judges and two public prosecutors who have ability to mandate police investigations. (3, 12, 34).

Law enforcement agencies in Uruguay took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

When the Ministry of Labor and Social Security (MLSS) or INAU find violations of child labor law while performing inspections, each agency may carry out investigations and apply sanctions according to its legal mandate; where criminal laws may have been violated, it may report cases to the judiciary for further investigation.(32) National Insurance Bank medical staff may also report possible violations that have resulted in labor accidents to the judiciary for further investigation.(32) INAU has 10 inspectors; two are in Artigas, one in Flores, one in Lavalleja, and six in Montevideo. This reflects a decrease from 11 in 2012.(8) There are 130 MLSS inspectors who conduct investigations and assess any penalties associated with labor violations, including child labor.(3, 8, 30) When MLSS receives a complaint regarding child labor via its hotline or other means, it shares this information with INAU, which then investigates and assists the children who might be affected. MLSS classifies hotline complaints under child labor only if the phrase is specifically mentioned, which may result in the misclassification of child labor cases.(3) INAU also operates a hotline to receive complaints about child labor, but it does not keep current statistics on reported cases. INAU conducts most of its inspections in the capital of Montevideo, although the National Child Labor Survey indicates that most child labor occurs in rural areas.(3, 8) INAU's 2013 annual report indicates that, during

the reporting period, it conducted a total of 4,046 inspections, compared to 3,200 in 2012, and that it received 44 complaints of child labor violations.<sup>(35)</sup> The impact of the large number of inspections conducted by single labor inspectors on the quality of inspections is not known. No information is available on the number of citations or penalties applied.

### *Criminal Law Enforcement*

The enforcement of criminal laws is mainly the responsibility of the Ministry of Interior (MOI) and INAU. The Government reported that, during the reporting period, investigators received adequate training on the relevant worst forms of child labor.<sup>(8)</sup> No information is available about the number of investigations or prosecutions carried out, the number of convictions, or the adequacy of the investigations. The Specialized Court for Organized Crime only reviews criminal cases involving three or more individuals, which excludes many human trafficking and child labor cases.<sup>(36)</sup> Generally, it takes 1 to 2 years to resolve a case involving the commercial or sexual exploitation of children, and the same amount of time before penalties called for in the law can be applied.<sup>(3, 34)</sup>

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee for the Eradication of Sexual Exploitation of Children and Adolescents (CONAPEES)	Implement actions to combat sexual exploitation of children and adolescents. <sup>(2, 3)</sup> Develop public policies and a national plan of action with respect to commercial sexual exploitation of children and adolescents, taking into account Uruguay's existing norms and international commitments. Led by INAU and composed of representatives from several government agencies, NGOs, and UNICEF. <sup>(37)</sup>
Committee for the Eradication of Child Labor (CETI)	Coordinate efforts between law enforcement bureaus and NGOs to develop a plan of action for child laborers and their families. <sup>(30)</sup> CETI is led by the Ministry of Labor and INAU; it is chaired by the Inspector General and coordinated by the Sub-Inspector General of the MTSS. It is composed of government agencies, industry representatives, labor groups, and NGOs. The Committee meets every two weeks. <sup>(2, 8, 37, 38)</sup>
Anti-Trafficking Interagency Committee	Coordinate Uruguay's anti-trafficking efforts; chaired by MIDES. <sup>(2, 3)</sup>

During the reporting period, INAU increased coordination with MLSS's Inspection Unit to immediately communicate child labor irregularities found during inspections. INAU established a mechanism to quickly deploy teams to remedy these irregularities.<sup>(8)</sup> The Committee for the Eradication of Child Labor (CETI) opened branches in the interior of the country to work with provincial committees to advance government efforts to fund the permanent deployment of child labor inspectors in that region.<sup>(8)</sup>

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Uruguay has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Strategy for Infancy and Adolescence*	Covers a time frame of 20 years (2010-30) and identifies goals to be achieved by 2030. Developed by government agencies, political parties, civil society, and private sector organizations; recognized as a roadmap to policies on children. <sup>(2, 39)</sup>
CONAPEES National Plan for Eradication of Commercial and Non-commercial Child and Adolescent Exploitation	Works to eliminate the commercial sexual exploitation of children. Goals include strengthening victims' rights, improving protection measures for victims and witnesses, keeping children in school, reintegrating children who had previously left school, and developing alternative income strategies for families. <sup>(2, 3)</sup> In 2010, CONAPEES proposed the creation of three teams of service experts who could be sent to various regions of the country to assist child victims of commercial sexual exploitation. <sup>(3)</sup> It is unknown, however, whether this plan was implemented during the reporting period.

**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
National Action Plan to End Child Labor in Garbage Scavenging	CETI-launched national action plan implemented by government agencies, including MLSS and MIDES, to combat child labor in garbage dumps. The plan includes specific projects that involve education, healthcare, housing, and law enforcement agencies.(5, 8)
MIDES 5-year Plan	Range of programs intended to impact child labor. Major focus areas include: social and labor inclusion, citizen participation, social and educational inclusion, awareness-raising, and programs giving special benefits to youth and populations at risk.(8)
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(40)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater articulation between governmental agencies, levels of government, and with civil society among MERCOSUR members.(41)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children, and by exchanging best practices.(42)

\* The impact of this policy on child labor does not appear to have been studied.

In November, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(43)

Research found no evidence of the existence of a comprehensive policy aimed at combating the worst forms of child labor.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Uruguay funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Pro-Child ( <i>Pro-Niño</i> )*‡	Telefonica Foundation (Fundación Telefónica)-implemented program focused on prevention and eradication of child labor. Established in 2000; has more than 10,000 active youth participants nationwide.(2, 44)
National Plan of Equality*‡	Institute for Social Security-run program mandates that beneficiaries have their children attend school and receive medical services. Plan established the Family Allocations Program, a conditional cash transfer program to reduce national poverty levels and assist working families with their children, as well as families in need.(45-47)
Ministerio de Desarrollo Social (MIDES) Youth Affairs Bureau (INJU) Programs‡	MIDES Youth Affairs Bureau implements three programs intended to impact the worst forms of child labor: (1) Participation, Citizenship, and Culture; (2) Education and Educational Integration; and (3) Training and Work. (8)
Southern Child Initiative/ MERCOSUR ( <i>Niñ@ Sur</i> )	The MERCOSUR Southern Child initiative includes public campaigns against commercial sexual exploitation, trafficking, and child labor; mutual technical assistance in raising domestic legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance. (48 49)
Regional Action Group for the Americas ( <i>Grupo de Acción Regional para las Américas</i> )	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(48, 50)
Regional Project to End Child Labor in Latin America	\$4.5 million Government of Spain-funded, 3-year project implemented by ILO-IPEC to combat child labor.(51)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Education Program to End Child Labor	\$1.3 million Government of Spain-funded, 2-project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including Uruguay.(51)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Uruguay.

Plans to address child labor in garbage scavenging, as well as the commercial sexual exploitation of children, have been adopted, but programs to assist these children have not been established. CETI continued to compile information detailing the situation of children and adolescents engaged in garbage scavenging work in the cities, and the government plans to develop a national strategy and an inter-agency protocol of action based on this information.(8) Research found no evidence of any existing or planned programs to assist working children in other sectors. Although Uruguay has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. More programs are needed to reach those who are engaged in the worst forms of child labor, including in the agricultural sector and in commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Uruguay (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish penalties for violations of Resolution 1012/006.	2010 – 2013
	Draft and adopt a list of light work occupations.	2012 – 2013
Enforcement	Institute systematic recordkeeping of child labor cases at the INAU.	2009 – 2013
	Provide more comprehensive guidelines for MLSS hotline operators to allow proper classification of calls regarding child labor.	2011 – 2013
	Increase the number of inspections in rural areas.	2011 – 2013
	Make information on the number of investigations, prosecutions, citations, and application of penalties for labor and criminal law violations publicly available.	2013
	Ensure that the proportion of inspectors to needed inspections is adequate and that the quality of inspections is not being compromised.	2013
	Collect and make publicly available information about the number of investigators responsible for enforcing criminal laws on the worst forms of child labor.	2013
	Conduct research to determine the nature of activities carried out by children working with livestock, in fishing, and in manufacturing to inform policies and programs.	2013
Government Policies	Assess the impact that existing policies have had on reducing the worst forms of child labor.	2013
	Draft and adopt a comprehensive national plan of action to address the worst forms of child labor.	2010 – 2013
	Approve and enact the CONAPEES proposal to send expert teams into the field to assist with researching cases of commercial sexual exploitation of children.	2011 – 2013
	Assess the impact of the National Plan for Equality on child labor.	2011 – 2013
Social Programs	Conduct research to determine specific activities related to children's work in the informal sector in order to inform policies and programs.	2013
	Institute programs to provide assistance to child laborers, including those engaged in agricultural work, garbage scavenging, and commercial sexual exploitation.	2010 – 2013

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*In 2013, Uzbekistan made no advancement in efforts to eliminate the worst forms of child labor. Notwithstanding initiatives to reduce child labor, Uzbekistan has received this assessment based on the Government's continued complicity in the use of forced child labor. The national Government maintained policies in the cotton sector, which mandate harvest quotas and cause local administrators to organize and impose forced labor on children and adults. Although the Government continues to publicly deny the use of forced labor, including of children, in the cotton harvest, information indicates that children continue to be required to engage in the worst forms of child labor in cotton production. The Government invited an ILO high level-mission to observe the fall 2013 harvest, and reports indicate that the Government did ensure that young children (under age 15) were able to continue to attend school during the harvest season. However, local government officials continued to close secondary schools (colleges and lyceums) during the harvest, mobilizing children ages 15 to 17 to pick cotton to meet the Government-mandated harvest quotas.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

There is a lack of current data on child labor in Uzbekistan; to date, the Government has not conducted a national survey on child labor, and a credible and comprehensive national mechanism to monitor child labor, including during the fall harvest period, does not exist. However, evidence shows that children under age 18 continue to be forced to work during the annual cotton harvest, due to a governmental system that requires local administrators and farmers to meet cotton harvest quotas.(1-10) In addition, each spring, during the pre-harvest season, there are reports that some children also work long hours sowing cotton, followed by weeding through the summer months.(5, 11-13) Table 1 provides key indicators on children's work and education in Uzbekistan.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.3 (244,095)
Attending School (%)	5-14 yrs.	84.1
Combining Work and School (%)	7-14 yrs.	5.0
Primary Completion Rate (%)		91.8

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2014.(14)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(15)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Sowing, weeding, and harvesting of cotton† (2, 5, 9, 12)
	Cultivating and harvesting of silkworms* (16-18)
Services	Street vending and street begging (19-21)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (8, 22)
	Forced labor in sowing, weeding, and harvesting of cotton (2, 3, 6, 7, 10, 23-26)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Uzbekistan

## NO ADVANCEMENT

In 2013, the Government, along with local administrators, continued its efforts to keep primary-level students (under age 15) in school and out of the fields during the cotton harvest. Sources indicate that most primary school students were not mobilized by local authorities for the 2013 harvest.(3, 4, 27) However, NGO and U.S. Embassy reports indicate that there were isolated incidents of children as young as 10 working in the cotton fields.(4, 21, 27) The 2013 ILO monitoring mission found 53 children ages 16 and 17 picking cotton and did not verify a single case of children under 15.(9)

Sources indicate that local administrators continued to close secondary schools (colleges and lyceums) during the harvest and forced children ages 15 to 17 to pick cotton to reach the quotas mandated by the national Government. Evidence suggests that the harvest quotas were between 66 and 155 pounds per day for older children.(2, 4, 10, 21, 27, 28)




Children forced to work in the cotton harvest miss weeks of school every year, which may negatively impact their learning.(6, 7, 29) There were NGO reports that students who refused to participate in the cotton harvest were threatened with physical abuse, low grades, or expulsion; and their parents were threatened by local authorities.(2, 6, 7, 23-26)

While not a policy of the Government, children are also trafficked internally and abroad, primarily to destinations across Asia, for commercial sexual exploitation.(8, 22)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Uzbekistan has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 77 of the Labor Code; Law on the Guarantees of the Rights of the Child (21, 30, 31)
Minimum Age for Hazardous Work	Yes	18	Labor Code (29)
List of Hazardous Occupations Prohibited for Children	Yes		Decree on Adoption of the List of Occupations with Unfavorable Working Conditions to Which it is Forbidden to Employ Persons under Eighteen Years of Age; Decree on Approval of Provision on Requirements on Prohibition of Use of Minors' Labor (32, 33)
Prohibition of Forced Labor	Yes		Constitution; Article 7 of the Labor Code (29, 30, 34)
Prohibition of Child Trafficking	Yes		Law on the Guarantees of the Rights of the Child (31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law on the Guarantees of the Rights of the Child; Criminal Code (31, 35)
Prohibition of Using Children in Illicit Activities	Yes		Law on the Guarantees of the Rights of the Child (31)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	18	Law on Universal Military Service (36)
Minimum Age for Voluntary Military Service	Yes	18	Law on Universal Military Service (36, 37)
Compulsory Education Age	Yes	18	Law on Education (38)
Free Public Education	Yes		Law on Education (38)

The Labor Code of Uzbekistan and the Law on the Guarantees of the Rights of the Child, as amended in 2009, establish the minimum age for work at 16 and the minimum age for part-time light work with parental consent at 15.(21, 30, 31) The Labor Code also prohibits hazardous labor for children under age 18.(29)

The Decree on Adoption of the List of Occupations with Unfavorable Working Conditions to Which it is Forbidden to Employ Persons under Eighteen Years of Age presents a list of hazardous activities forbidden for children younger than age 18.(21, 29, 33) This List specifically includes the manual harvesting of cotton. The Decree on Approval of Provision on Requirements on Prohibition of Use of Minors' Labor further bars employers from using children to work under specific hazardous conditions. These include working underground, underwater, at dangerous heights, or with dangerous equipment, or doing work that requires lifting or moving heavy loads.(21, 32) This Decree also grants authority to parents and labor inspectors to cancel the employment contracts of workers younger than age 18 if the work involved could endanger the child's health or well-being.(32)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Conduct labor inspections, including inspections for compliance with child labor laws.(21, 39)
Ministry of Interior Office for Combating Trafficking	Investigate criminal violations involving the worst forms of child labor, including trafficking and commercial sexual exploitation.(22) Investigate crimes related to trafficking in persons, which may then be prosecuted by the Prosecutor General's office.(22)
Prosecutor General's Office	Prosecute criminal violations involving the worst forms of child labor, including human trafficking and commercial sexual exploitation.(22)
Ministry of Secondary Education and the Ministry of Higher Education's Center and Secondary Specialized and Professional Education	Monitor elementary through secondary students to prevent forced child labor.(40)
Coordination Council	Monitor all forms of child labor.(41) Comprises representatives from the Ministries of Labor and Social Protection, Education, Foreign Affairs, and Internal Affairs, the Women's Committee, the Center on Human Rights, the Board of Secondary and Vocational Education, and NGOs.(9)
Women's Committee of Uzbekistan	Monitor school attendance through the academic year, especially during the cotton harvest. A total of 14 regional and 194 district branches of the Women's Committee involved in monitoring school attendance.(41)

Law enforcement agencies in Uzbekistan took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

The Ministry of Labor employs a total of 296 labor inspectors. These inspectors received two trainings on child labor during the reporting period.(28, 41) Information was not available regarding the number of inspections the Government carried out in 2013.(28)

# Uzbekistan

## NO ADVANCEMENT

Law enforcement agencies in Uzbekistan took certain actions to combat child labor, including its worst forms, during the reporting period. For example, there is evidence that in 2013, local administrators formed child labor monitoring teams to prevent children under age 15 from working in the cotton harvest.(28) However, it is not known whether these local monitoring mechanisms were established in all cotton growing areas.

As previously noted, the Government invited an ILO high-level mission to observe the fall 2013 cotton harvest and to assess the use of child labor in the harvest.(9) The monitoring mission took place from September 11 through October 31, 2013; it included eight monitoring units responsible for monitoring eight zones, which covered all cotton-producing areas of Uzbekistan. Each monitoring unit was led by one international coordinator and consisted of six members, including government representatives.(9) The monitors reported that there were six closed colleges in two zones, and significant absenteeism in colleges in four zones. The ILO mission noted that in one zone a higher level of school absenteeism coincided with the relatively large number of children found picking cotton in that zone.(9) The ILO monitors also observed that school records were not maintained sufficiently across zones and that the districts' lists of cotton pickers, including information on their age, may not have been kept current throughout the harvest season.(9)

The monitoring mission identified 53 children, ages 16 and 17, who were working in the cotton fields during the harvest in violation of Uzbekistan's labor laws.(9) It was noted that this number may have been an underestimate as the ages could not be verified for some additional individuals found working in the cotton fields who may have been under the age of 18.(9, 21) Monitors found regional disparities in the awareness, implementation, and enforcement of Uzbekistan's labor laws, which resulted in specific cases of child labor.(9)

As a result of these violations, the Government and the ILO reported that warnings or fines were issued to responsible persons at eight educational institutions, and to farmers in two districts. The Government also reported that three warnings were given in response to these violations.(9, 41) Outside of the cases identified during the ILO monitoring mission, there were no other reported sanctions or prosecutions against those responsible for engaging children to work in the cotton harvest or in any form of child labor.(21)

### *Criminal Law Enforcement*

In 2013, the Government investigated 1,013 criminal human trafficking cases that involved 71 child victims.(41) The Government prosecuted 517 human trafficking cases.(41) Information was unavailable on the number of convictions. The Government provided medical, psychological, and social assistance to 1,392 trafficking victims, which included 31 child victims.(41)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Coordination Council†	Coordinate efforts to address child labor issues and provide support to the ILO cotton harvest monitoring mission.(9)
Interagency Working Group	Coordinate efforts to address labor rights issues, including child labor.(39, 42, 43) Report to the ILO on the Government's implementation of ratified conventions, prevent forced labor, and protect working minors.(40, 42-45)
Interagency Commission on Combating Trafficking in Persons	Oversee efforts to combat trafficking.(20, 22) Chaired by the Prosecutor General and includes representatives from other government entities, such as the Ministries of Labor and Social Protection, Interior, and Foreign Affairs, the National Security Service, and the State Customs Committee.(22)
Local interagency committees	Monitor human trafficking at the provincial, regional, and municipal levels.(22)

† Coordination effort was launched during the reporting period.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Uzbekistan has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan for the Application of ILO Conventions (NAP)	Includes a National Policy on child labor issues.(21, 45, 46)
Decree on Additional Measures	Establishes actions and efforts to be taken to address the worst forms of child labor. (46) Outlines additional activities to be implemented in 2012–2013 in response to ILO Convention requirements, including awareness-raising, monitoring of the cotton harvest, and activities on the worst forms of child labor targeting government ministries, international organizations, students, parents, and employers.(45-47)
National Plan of Action Against Trafficking in Persons 2013–2014	Specifies actions for law enforcement bodies, ministries, agencies, and NGOs to take to combat human trafficking.(48)
Education Sector Plan 2013– 2017*	Defines the 5-year development for the education sector and aims to ensure equal opportunities and quality education for all.(49)

\*The impact of this policy on child labor does not appear to have been studied.

The national Government maintained policies in the cotton sector, which mandate harvest quotas and offer strong incentives for local administrators to organize and impose forced labor on children and adults.(3, 4, 50) Reports indicate that in 2013, the Government of Uzbekistan continued to enforce a 2012 Prime Ministerial Decree (an internal communication that has not been made public) prohibiting the mobilization of children in primary school under age 15 to harvest cotton.(8, 21) However, the decree does not include protections for children ages 15 to 17 from the worst forms of child labor.(8, 27)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

While the Government of Uzbekistan funded programs that address human trafficking in 2013, there is no evidence of national programs that include the goal of eliminating or preventing other types of child labor. However, as described in Table 8, the Government has other social programs that may have an impact on child labor, including its worst forms.

**Table 8. Social Programs to Address Child Labor**

Program	Description
School Assistance*‡	Ministry of Education program that provides winter clothes and other educational resources to needy families to support their school attendance.(51) During the reporting period, 563,191 students from underprivileged families received winter clothing and 535,631 first-grade students received free text books.(41)
Family Support Assistance*‡	Government of Uzbekistan program that provides an allowance to low-income families. Allowance continues to be paid to the family if their children continue their education up to the age of 18.(51)
Child Protection Assistance*	UNICEF program that engages with the Government of Uzbekistan to support the development of a national child protection system that will prevent and respond to children who are at risk of or have been subject to child abuse, exploitation, and violence.(52)
Shelter Support‡	Ministry of Labor operates a shelter for trafficking victims and provides them with medical, psychological, legal, and vocational training. Government provides shelter and office space to two NGO-run shelters.(10)
Awareness-raising†‡	Government supports broadcasts to raise awareness on labor trafficking. During the reporting period, the Government generated awareness on labor trafficking through print and television media, and on billboards in all major cities and transportation hubs.(10) In 2013, in the context of the monitoring mission, the ILO carried out awareness-raising and conducted over twenty training seminars across Uzbekistan on international labor standards.(9)
Human Trafficking Hotlines‡	Ministry of Labor operates several hotlines to report incidents of trafficking.(22)
Labor Hotlines	Trade unions operate hotlines for workers to report labor violations.(41)
Cotton Picking Machine Provisions*	Government program that provides farmers with cotton picking machines to help reduce the need for human cotton pickers. Provided farmers with 400 cotton-picking machines in 2013.(41)

\*The impact of this program on child labor does not appear to have been studied.

† Program was launched during the reporting period.

‡ Program is funded by the Government of Uzbekistan



### VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Uzbekistan (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Enforcement	Strictly enforce legislation that prohibits the worst forms of child labor in the cotton harvest for all children until age 18.	2009 – 2013
	Target labor and criminal inspections in areas where hazardous child labor is known to occur, especially in the cotton sector.	2011 – 2013
	Establish a comprehensive cotton harvest monitoring system and expand community child labor monitoring teams to all cotton-growing areas.	2012 – 2013
	Implement recommendations of the ILO supervisory bodies, including seeking ILO technical assistance and continuing to work with the ILO or other credible third parties to observe cotton harvests.	2009 – 2013
	Publish information on criminal investigations and convictions related to the worst forms of child labor and trafficking of children.	2011 – 2013
	Strengthen recordkeeping in educational institutions and maintain up to date records of cotton workers' age on district lists.	2013
	Apply sanction against individuals responsible for closing schools and mobilizing children under age 18 to work in the cotton harvest, and those responsible for engaging children in other forms of child labor.	2013
Government Policies	Initiate a policy that forbids the practice of closing schools and mobilizing children under age 18 to work in the cotton harvest.	2011 – 2013
	Revise policies that mandate cotton harvest quotas to prohibit the forced involvement of all children under age 18 in the cotton harvest.	2012 – 2013
	Publish and make publicly available official decrees regarding child labor policies, including internal communications prohibiting the closure of schools and the mobilization of children under age 18 for the cotton harvest.	2012 – 2013
Social Programs	Conduct a national child labor survey.	2013
	Expand programs to address the worst forms of child labor, with a particular focus on children involved in sowing, weeding, and harvesting cotton.	2009 – 2013
	Assess the impact that school assistance and family support programs may have on addressing child labor.	2011 – 2013

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# Vanuatu

## NO ADVANCEMENT

*In 2013, Vanuatu made no advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government continued implementing a policy to mandate National Minimum Standards in Education, a key component of which is child protection. Vanuatu also continued participating in the ILO Decent Work Country Program (DWCP) and the Pacific Policy, Advocacy, Planning, and Evaluation Program (PAPE). However, limited evidence suggests that children are engaged in child labor in agriculture and are found in the worst forms of child labor in commercial sexual exploitation. The Government lacks a complete preventive legal framework, and Vanuatu has not established a minimum age for hazardous work or developed a list of hazardous activities prohibited to children. Vanuatu has not established a coordinating mechanism to combat the worst forms of child labor and does not implement programs to combat the problem.*



### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although data are limited, sources indicate children in Vanuatu engage in child labor in agriculture and are found in the worst forms of child labor in commercial sexual exploitation. Table 1 provides key indicators on children's work and education in Vanuatu. Data on some of these key indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		83.6

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(1)

Source for all other data: Understanding Children's Work Project's analysis 2014.(2)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (3-5)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* (6, 7)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.







† Child labor understood as the worst forms of child labor *per se* under Article 3(a)-(c) of ILO C. 182.

There have been no national surveys of child labor in Vanuatu to determine the nature and prevalence of the problem. By tradition, children in Vanuatu are expected to assist with agricultural production from a young age.(5)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Vanuatu has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention	Ratification
 ILO C. 138, Minimum Age	
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Employment Act (8)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Employment Act, Article 102 of Penal Code (8, 9)
Prohibition of Child Trafficking	Yes		Penal Code (9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (9)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	No		
Free Public Education	No		

\* No conscription or no standing military.

The Employment Act establishes the minimum age for employment at 15. It permits children under age 12 to perform light work on farms owned and managed by a family member; however, it does not define what constitutes “light work”.<sup>(8)</sup> Children ages 12 through 14 may perform light domestic or agricultural work if a family member is employed with the child. The Act also prohibits children younger than age 16 from working at night and provides restrictions on night work for children between ages 16 and 18.<sup>(8)</sup> The Government has not established a minimum age for hazardous work, nor does it have a list of hazardous activities or occupations prohibited to children.<sup>(8)</sup>

Information was not available on whether there are laws that regulate the use of children in illicit activities such as drug trafficking; however, incitement of another person to any criminal offense is prohibited by the Penal Code.<sup>(9)</sup> Vanuatu has no national army; therefore, there is no conscription. The Education Act establishes that for children between ages 6 and 14, it is “the duty of the child’s parents to ensure that the child attends a school.”<sup>(10)</sup> However, education is not compulsory at any age.<sup>(5)</sup> Free education is not guaranteed by law; the Education Act provides for the assessment of fees.<sup>(10)</sup> However, the Government has established a free education policy.<sup>(5)</sup>

Through the DWCP, the Labor Department of Vanuatu has requested financial assistance from the ILO to prepare new regulations on child labor and to translate the revised Employment Relations Bill into local languages.<sup>(11)</sup> The Government has also made labor law reform a key priority and has drafted the new legislation to replace the current Employment Act.<sup>(12)</sup> No information on the progress of these efforts was available at the time of reporting.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Labor Department	Enforce provisions set forth in the Labor Code, including child labor laws. Most recent data from 2012 indicate that the Department employs four labor inspectors.(13)
Vanuatu Police Force	Enforce all criminal laws, including those regarding trafficking and commercial sexual exploitation of children. Also collaborate with the Customs, Immigrations, and Labor Departments.(14) Based on the most recent data available, the Police Force employs 50 investigators.(14)

Research found no evidence that law enforcement agencies in Vanuatu took actions to combat child labor, including its worst forms. Information was not available as to whether the Government collects data on investigations, violations, or prosecutions related to child labor.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although a committee exists to monitor child rights in Vanuatu and to eliminate commercial sexual exploitation, research found no evidence that the committee functions as a coordinating mechanism to address child labor, including all its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Children's Committee (NCC)	Coordinate Government efforts to improve children's well-being, including eliminating the commercial sexual exploitation of children. The NCC is also responsible for monitoring child protection issues and for creating a comprehensive and integrated agenda for children's rights.(5, 15, 16)

Research found no information regarding the activity of the NCC during the reporting period.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Vanuatu has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Vanuatu Education Road Map (VERM)*	Establishes a comprehensive strategic direction for the country's education sector and specifically supports the goal of achieving universal primary education by 2015. VERM has three strategic goals: to increase equal access to education, including by increasing government grants and phasing out parental contributions; to improve the quality of education; and to improve management of the education system.(17)
Child Protection Policies*	Train teachers, community members, and parents on child abuse and protection. Trainings were held in 2013 in Sanma province.(18) As of 2012, the most recent period for which research found information, the policies were being implemented in nine schools reaching almost 2,000 students.(19)
National Minimum Standards in Education*	Includes a requirement that all primary schools develop and implement Safe School Policies that cover child protection and emergency preparedness.(19)

\*The impact of this policy on child labor does not appear to have been studied.

Vanuatu has a free and universal education policy. However, in practice, school fees and lack of physical access to schools are significant barriers to education.(5, 13, 20) The lack of standards in this area may increase the risk of children's involvement in the worst forms of child labor.(10, 21) Research did not identify any new policies that were launched during the reporting period.



## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Decent Work Country Program	Program implemented by the ILO and the Government to specify the improvement of youth employment conditions as a priority; it establishes the number and quality of labor inspection reports filed as measurement toward that goal.(11)
Pacific Policy, Advocacy, Planning, and Evaluation Program (PAPE)	Program implemented by UNICEF to support the development of evidence-based social and economic policies promoting the rights of children in the Pacific region.(22) PAPE also provides technical assistance for collecting data on children's issues.(22, 23).

\*The impact of this program on child labor does not appear to have been studied.

Research uncovered no information on the status of these programs or their accomplishments in 2013. The Government does not appear to have programs that specifically address the worst forms of child labor in Vanuatu, namely commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Vanuatu (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Define "light work" in the Employment Act.	2009 – 2013
	Set the minimum age for hazardous work at 18 and establish a list of hazardous occupations and activities prohibited to children.	2009 – 2013
	Establish a compulsory age for education that is equal to or older than the minimum age for work.	2009 – 2013
Enforcement	Collect and make publicly available data on investigations, violations, and prosecutions related to the worst forms of child labor.	2012 – 2013
Government Policies	Explore ways to increase access to schooling and fully implement the policy of free, universal education.	2012 – 2013
	Assess the impact existing education and child protection policies may have on addressing child labor.	2012 – 2013
Social Programs	Conduct research to determine the prevalence and nature of child labor in Vanuatu, in order to inform policy and program design.	2013
	Implement programs to address the worst forms of child labor, specifically commercial sexual exploitation.	2012 – 2013

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*In 2013, Venezuela made no advancement in efforts to eliminate the worst forms of child labor. The Government's current policies and programs aim to alleviate poverty and improve conditions for some working children. However, children in Venezuela continue to engage in child labor in domestic service and in the worst forms of child labor in commercial sexual exploitation. The Government does not have sufficient efforts in place to protect children in key sectors where child labor is prevalent. In addition, information is not available on the effectiveness of the Government's coordinating body on child labor, and the Government has not established a list of hazardous occupations prohibited for children.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Venezuela are engaged in child labor in domestic service and in the worst forms of child labor in commercial sexual exploitation.(1-5) Table 1 provides key indicators on children's work and education in Venezuela.

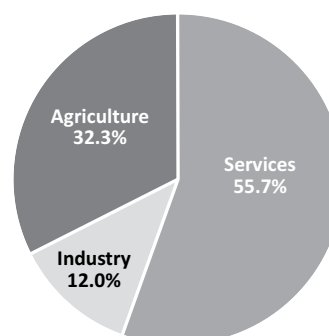
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	10-14 yrs.	5.1 (138,641)
Attending School (%)	5-14 yrs.	96.0
Combining Work and School (%)	10-14 yrs.	4.1
Primary Completion Rate (%)		96.0

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Hogares por Muestreo Survey, 2006.(7)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Activities unknown* (5, 8-10)
Industry	Mining, activities unknown* (10, 11)
	Domestic service (1, 3-5, 8, 10, 11)
Services	Street peddling, street begging (4, 5, 10, 12, 13)
	Garbage scavenging, recycling (5)
Categorical Worst Forms of Child Labor†	Forced labor in domestic service* and street begging* (4, 11)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 4, 5, 14)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children are sometimes trafficked to urban areas, such as Caracas and Maracaibo, or to resort destinations, such as Margarita Island, for commercial sexual exploitation.(4, 13)

It has been reported that the Government's 2011 census found approximately 262,000 children and adolescents between the ages of 10 and 17 working in Venezuela. Research could not determine the extent to which the survey encompassed the informal sector, or whether there are studies that target the worst forms of child labor.(10)




# Venezuela

## NO ADVANCEMENT

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Venezuela has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Labor Law; Law for the Protection of Children and Adolescents (15, 16)
Minimum Age for Hazardous Work	Yes	18	Regulations on Occupational Safety and Health Conditions; Law for the Protection of Children and Adolescents (16, 17)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Law for the Protection of Children and Adolescents (16, 18)
Prohibition of Child Trafficking	Yes		Constitution; Law for the Protection of Women's Right to a Life Free from Violence (18, 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Law for the Protection of Children and Adolescents; Law Against Organized Crime and Terrorism; Special Law against Computer Crimes (16, 20, 21)
Prohibition of Using Children in Illicit Activities	Yes		Drug Act (22)
Minimum Age for Compulsory Military Recruitment	N/A*		Constitution; Partial Reform of the Military Enlistment Law (18, 23)
Minimum Age for Voluntary Military Service	Yes	18	Partial Reform of the Military Enlistment Law (23)
Compulsory Education Age	Yes	15	Constitution; Education Law; Law for the Protection of Children and Adolescents (16, 18, 24)
Free Public Education	Yes		Education Law; Law for the Protection of Children and Adolescents (16, 24)

\* No conscription or no standing military.

Articles 79 and 80 of the Regulations on Occupational Safety and Health Conditions prohibit activities considered to be dangerous or unhealthy for children under 18 years of age, but do not specify or incorporate a list of these activities. Similarly, Article 96 of the Law for the Protection of Children and Adolescents prohibits children under 18 from working in activities not permitted by law, but does not specify which activities are considered hazardous.(16, 17, 25) The Government has yet to establish a list of hazardous occupations prohibited to children under age 18.(2, 5, 25, 26)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Popular Power for Labor and Social Security (MINPPTRASS)	Enforce labor laws, including child labor laws. Develop policies and projects regarding child labor.(5, 27)
National Institute for Prevention, Safety, and Health at Work (INPSASEL)	Assist MINPPTRASS in enforcing labor laws and conditions of work in Venezuela. Help develop labor inspection apparatus as well as implement national labor policies.(28)
Ministry of Popular Power of the Interior, Justice, and Peace (MPPRIJP)	Investigate trafficking in persons cases through its Criminal Investigative Division and its Scientific, Penal, and Criminal Investigative Corps (CICPC). Role of CICPC is to help enforce laws related to commercial sexual exploitation and illicit activities.(5, 10)

Although the Government has stated that the Ministry of Popular Power for Labor and Social Security (MINPPTRASS) and the National Institute for Prevention, Safety, and Health at Work (INPSASEL) carry out child labor inspections in the formal and informal business sectors, there was no publicly available information regarding the number of labor inspections conducted, or the sanctions applied, during the reporting period.(5, 10, 29) It is also unknown whether labor inspectors received training on child labor or had adequate resources. Similarly, there was no publicly available information regarding criminal law enforcement, including the number of victims, convictions, or prosecutions for trafficking or commercial sexual exploitation.(10) No information was publicly available on the number of investigators employed, or on their training and resources.(10)

#### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
System for the Protection of Children and Adolescents	Coordinate and protect children's rights and address child labor issues through policies and programs at the national and state levels. Comprised of several government ministries, government councils, and representatives from civil society.(16, 30) Provided for by the Law for the Protection of Children and Adolescents.(16)

Research could not determine the extent to which the System for the Protection of Children and Adolescents was active during the reporting period. Research could also not determine whether the Government maintains a coordinating body that addresses the trafficking of children, including for commercial sexual exploitation.

#### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Venezuela has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Second Socialist Plan for the Economic and Social Development of the Nation (2013-2019)*†	Provides a roadmap for reducing poverty by improving economic opportunity, access to health care, education, and housing. Does not contain language on the elimination of child labor.(31)
National Plan of Action Against Abuse and Commercial Sexual Exploitation (PANAESC)	Addresses the prevention of commercial sexual exploitation of children under age 18 and rehabilitation of victims.(32)
National Plan to Combat Trafficking in Persons	Provides strategies for the removal of children from trafficking and commercial sexual exploitation, as well as for their social reintegration.(2, 32)
UNICEF Action Plan for Venezuela (2009-2013)	Promotes education, violence prevention, and the protection of children's rights. Does not specifically target child labor, but does highlight lack of child labor data and identifies child labor indicators as one of its evaluation and monitoring components.(33)



**Table 7. Policies Related to Child Labor (cont)**

Policy	Description
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(34)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater articulation between governmental agencies, levels of government, and with civil society among MERCOSUR members.(35)
MERCOSUR's Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children, and by exchanging best practices.(36-38)

\*The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

In 2013, President Nicolas Maduro announced his intent to implement the Second Socialist Plan for the Economic and Social Development of the Nation, a six year plan with broad goals that include the promotion of educational activities for youth. However, it is not yet clear how the Plan is being implemented, or the extent to which it will impact child labor.(10) While the Government has adopted poverty reduction strategies, as well as policies that target the trafficking and commercial sexual exploitation of children, research found no evidence of a national policy that targeted other forms of child labor, such as domestic service and garbage scavenging.

In November 2013, the Government participated in the XVIII Inter-American Conference of Ministers of Labor to foster continued dialogue and cooperation on labor issues throughout the Americas. The joint declaration of the Conference promotes social dialogue to address child labor and reaffirms country participants' commitment to work with civil society organizations to advance efforts toward the eradication of child labor.(39)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Venezuela funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Program to Dignify Working Children and Adolescents (PRODINAT)†	National Council for the Rights of Children and Adolescents (IDENA) administered program that aims to eradicate exploitative working conditions and establish safe business environments where children above the legal age may work.(5, 10, 26, 40)
Children of the Barrio Mission ( <i>Misión Niños del Barrio</i> )†	IDENA-administered program that provides services to at-risk and under-privileged children, including child laborers. Primary goal is to eradicate exploitation, abuse, and the psychological and physical mistreatment of children from birth to age 17.(5, 10, 41)
Negra Hipólita Mission ( <i>Misión Negra Hipólita</i> )†	Governmental program that provides assistance to vulnerable groups, including street children.(42) Assists children engaged in child labor, including those working at garbage collection sites and on the street.(43, 44) Has assisted more than 50,000 children since its inception in 2006.(44)
Communal Centers for Comprehensive Care (CCPI)*†	IDENA-supervised centers that provide meals and educational assistance to at-risk children from birth to age 12. CCPI also partner with the Ministry of Popular Power, Health, and Social Development to provide medical and dental care to children.(45)
National Day Camps*†	IDENA-administered program under the Community Vacation Plan that provides summer day camps to children with a focus on athletic, artistic, and cultural activities. In 2013, program reached 1.6 million children and adolescents.(10)
Regional Action Group for the Americas ( <i>Grupo de Acción Regional para las Américas</i> )	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(46, 47)

**Table 8. Social Programs to Address Child Labor (cont)**

Program	Description
Elimination of Child Labor in Latin America (Phase 4)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Venezuela.(48)
Education and Monitoring Program for the Eradication of Child Labor	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Venezuela. Includes the objective of developing information systems on the worst forms of child labor.(48)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Venezuela.

In 2013, it was reported that the Program to Dignify Working Children and Adolescents (PRODINAT) had lost efficacy due to a lack of governmental funding. It was also reported that the Communal Centers for Comprehensive Care (CCPI) lacked the capacity to carry out their missions and that their coordination with the National Council for the Rights of Children and Adolescents (IDENA) had deteriorated.(10) Research could not identify government programs that targeted children engaged in other forms of child labor, for example in domestic service and commercial sexual exploitation.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Venezuela (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Specify and adopt a comprehensive list of hazardous occupations and activities prohibited to children.	2009, 2011 – 2013
Enforcement	Make information on the enforcement of child labor laws publicly available, including funding, the number of inspections and convictions, and whether inspectors receive adequate training.	2009 – 2013
Coordination	Make information on the activities of the System for the Protection of Children and Adolescents publically available.	2013
	Publish activities of any coordinating mechanism that addresses the trafficking of children, including for commercial sexual exploitation.	2013
Government Policies	Assess the impact of the national Socialist Plan for the Economic and Social Development of the Nation.	2009 – 2013
	Adopt a national policy that addresses all forms of child labor, including domestic service and garbage scavenging.	2013
Social Programs	Ensure that child labor censuses cover all children under age 18 in both the formal and informal economy, and make the results publicly available.	2010 – 2013
	Conduct additional surveys on the worst forms of child labor, particularly commercial sexual exploitation and forced domestic service, and make the results publicly available.	2010, 2011, 2013
	Assess the impact the Communal Centers for Comprehensive Care and the National Day Camps have on child labor.	2013
	Expand existing programs and develop additional programs that target children involved in the worst forms of child labor, particularly in domestic service and commercial sexual exploitation.	2009 – 2013

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*In 2013, Yemen made a minimal advancement in efforts to eliminate the worst forms of child labor. In March, the Ministry of Social Affairs and Labor (MOSAL) issued Ministerial Decree Number 11, which codifies the age limit for hazardous work, and lists specific jobs considered hazardous for children and penalties for employers who violate the law. The Ministry of Education, MOSAL, and the Ministry of Planning and International Cooperation (MOPIC) are participating in donor-funded programs that target special needs groups, including child laborers and street children, and in rehabilitation of schools affected by violence due the country's internal conflicts. However, children in Yemen continue to engage in child labor in the agriculture sector and in the worst forms of child labor as child soldiers. Gaps in laws, enforcement, policies, and programs to combat child labor remain. There is no information available on whether enforcement actions were taken during the reporting period, and the child labor policy has not been implemented for more than five years. Both the Yemeni Army and other armed groups continue to use children in the country's internal conflicts. No evidence was found of Government efforts to provide demobilization and rehabilitation services to child soldiers who have been involved in combat.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Yemen are engaged in child labor in the agriculture sector and in the worst forms of child labor as child soldiers. (1-6) Table 1 provides key indicators on children's work and education in Yemen.

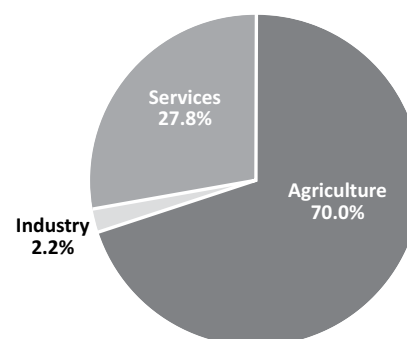
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	13.6 (834,866)
Attending School (%)	5-14 yrs.	68.0
Combining Work and School (%)	7-14 yrs.	10.3
Primary Completion Rate (%)		69.8

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2010.(8)

**Figure 1. Working Children by Sector, Ages 7-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of qat**† (a mild narcotic legal in Yemen) (3)
	Production of cereals,* fruits,* and vegetables* (5)
	Fishing,† activities unknown (3, 4, 9-11)
	Hunting, activities unknown (6)
Industry	Work in rock quarries and mining† (3, 6, 11)
	Construction, activities unknown (3, 6)
	Work in auto shops,*† washing cars* (3)
	Work in welding,* glass shops,* and painting* (3)

# Yemen

## MINIMAL ADVANCEMENT

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Street work, begging (3, 6, 12)
	Work in restaurants,† domestic service† (3)
	Waste collection*† (12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of trafficking (3, 13-16)
	Drug trafficking* (3)
	Forced labor, forced begging, and smuggling of <i>qat</i> as a result of trafficking* (3, 17)
	Forced domestic service* and forced work in agriculture* (3, 17)
	Use of under age children in armed conflict and use of children in illicit activities, such as spying, and serving as informants/messengers (11, 18, 19)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Yemen is undergoing a political transition. Armed conflict involving Houthi-aligned forces persists in the north and between the Yemeni Armed Forces (YAF) and al-Qa'ida in the Arabian Peninsula (AQAP) in the south of the country.(20)

Children in Yemen are vulnerable to recruitment and engagement in ongoing armed conflicts.(15, 19, 20) During the reporting period, 106 children were reported to be recruited, all boys between 6 and 17 years of age.(19) While a 1991 law prohibits the use of child soldiers, the Yemeni Armed Forces (YAF), military police, many tribal militias, Popular Committees, al-Qa'ida in the Arabian Peninsula, and other non-state elements, continue to have children in their ranks.(11, 18, 19) In 2013, the YAF and tribal-based factions used children in support roles. However, tribal-based factions also used children in armed conflict.(21) Family members, military officers, and local sheiks facilitate the recruitment of children for the YAF through the means of false identification and birth certificates.(18) Limited evidence suggests that boys in AQAP are subject to sexual abuse.(21)

Determining precise ages of children recruited for military activity is a problem due to the low number of birth registrations.(22) However, limited evidence suggests that 12- to 15-year-old married boys in northern tribal regions are considered adults and therefore are obligated to show their allegiance to their tribe by participating in different activities in the internal conflict. Some reports indicate that boys under age 18 were tribal fighters in conflicts; however, other sources indicate that boys were used only as guards.(17)

Limited evidence suggests that the Government of Yemen has made some efforts to prevent the recruitment of children.(15) The Government does not appear to have any disarmament, demobilization, or reintegration programs for children affected by armed conflict.(23)

Rural children are trafficked within Yemen to hotels in Aden, Sana'a, Taiz, and other cities for commercial sexual exploitation.(15) Yemeni children are trafficked to Saudi Arabia for commercial sexual exploitation, forced labor, forced begging, and smuggling of *qat*.(13, 16, 24) Saudi tourists marry Yemeni girls in temporary marriages, lasting up to a few months, until the tourist either deserts the girl or takes her back to Saudi Arabia where often she is subjected to sex trafficking or abandoned.(14, 16) During the reporting period some men, in order to be accepted into the armed forces, forced their sisters under age 18 into forced marriages with leaders of AQAP.(21)

Access to education in Yemen remains a serious problem. In 2011, it was reported that less than half of all boys and about one quarter of girls attend secondary school.(16) Access to education is limited in poor rural areas, and poor rural girls are the most vulnerable to dropout before the compulsory age.(25) Households sometimes pull children out of schools to work due to household economic and food security concerns.(26) Sometimes girls leave school early so they can get married, and they rarely finish their education after marriage. There is no minimum age for marriage in Yemen, and there is evidence that girls as young as age 8 are forced into marriage.(17, 27)






Enrollment rates in schools have been seriously affected by Yemen's internal conflict and high levels of violence. There is some evidence that these problems have prematurely closed schools and that school buildings have been destroyed during periods of violence.(9, 21, 28-30) In some cases, enrollment has been affected by the internal displacement of persons in the south and north.(9, 21, 28-30) During the reporting period, the Government worked with UNICEF, the Social Fund for Development (SFD), the Global Partnership for Education (GPE), and the Government of Japan on rehabilitation work for many affected schools and construction of temporary schools in conflict-ridden areas.(31-33)

Children in Yemen often are often paid the same wages as adults, a factor that encourages families to allow their children to work.(11)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Yemen has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Ministerial Order No. 11 (34)
Minimum Age for Hazardous Work	Yes	18	Article 21 of Ministerial Decree No. 56 (an amendment to Law No. 45); Labor Law No. 5; Ministerial Decree 11 (11, 35)
List of Hazardous Occupations Prohibited for Children	Yes		Ministerial Decree 11 (11, 35)
Prohibition of Forced Labor	Yes		Ministerial Order No. 56 (35)
Prohibition of Child Trafficking	Yes		Article 248 of Penal Code (15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 161 of Child Rights Act; Ministerial Order No. 56 (36, 37)
Prohibition of Using Children in Illicit Activities	Yes		Ministerial Order No. 56 (36, 38)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Rights of the Child Act; Ministerial Order No. 56 (16, 39)
Compulsory Education Age	Yes	15	Ministerial Decree 56 (36, 38)
Free Public Education	Yes		General Education Law No. 45 (23)

\* No conscription or no standing military.

In March 2013, MOSAL issued Ministerial Decree Number 11, which codifies the age limit for hazardous and nonhazardous work, and specifically lists jobs considered hazardous and penalties for employers who violate the law.(11, 40) The hazardous list for children identifies 42 occupational and activity sectors, including spraying

# Yemen

## MINIMAL ADVANCEMENT

agricultural pesticides, working in tobacco, *narghile* tobacco, and cloth dyeing factories; working in x-ray and nursing establishments; working with iron and aluminum saws; working in all fishing and diving activities; and descaling of fish with sharp instruments.(40)

There is no criminal law that prohibits foreign tourists from sexually exploiting children and adults in Yemen.(17)

The trafficking law is not fully comprehensive, and only narrowly focuses on transactions and movement of humans internationally. There are no provisions for children trafficked domestically.(15, 45) A new law is awaiting endorsement in parliament, and this law will criminalize forced marriage.(15, 41).

Yemen does not have compulsory military recruitment, and the voluntary recruitment age is 18.(16, 39) The 1991 law prohibiting the use of children as soldiers does not establish a penalty for violations.(11)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The MOSAL Child Labor Unit (CLU)	Enforce child labor laws, conduct inspections, and inform the Ministry of the Interior of any violations.(10)
Ministry of Interior (MOI)	Enforce child labor laws; police agencies within the MOI handle trafficking investigations.(10, 11)
Ministry of Justice (MOJ)	Enforce child labor laws and prosecute and adjudicate child labor cases.(10)
The Ministry of Human Rights, MOJ, the Ministry of Legal Affairs, Parliament, and the Social Fund for Development (SFD)	Maintain supporting roles in combating child trafficking.(13)

Research found no evidence that law enforcement agencies took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

During the reporting period, the CLU had 160 inspectors, which is a large increase from the 57 inspectors that existed in 2012. While inspectors have received training, they have been unable to perform their inspection duties due to lack of funding and transportation.(11) As there were no inspections carried out in 2013, there is no information on violations found or prosecutions for offenses.

#### *Criminal Law Enforcement*

Anti-trafficking efforts were impeded during the reporting period due to the political transition.(41) Research found no information on the number of arrests, investigations, prosecutions, or convictions for offenses related to the worst forms of child labor, including trafficking.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Steering Committee to Combat Child Labor	Coordinate child labor issues in Yemen; consists of representatives from MOSAL, the Higher Council for Motherhood and Childhood (HCMC), the Chamber of Commerce, ILO-IPEC, and local NGOs.(42)

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
The Technical Committee on Combating Child Trafficking, composed of HCMC, relevant ministries, the UN, and local NGOs	Coordinate efforts to combat child trafficking and smuggling. Established in 2008 and composed of representatives from Saudi Arabia and Yemen and Ministry of Social Affairs and Labor, and UNICEF. Meet on a weekly basis and is currently working on the development of a national strategy to combat human trafficking.(43)
National Network for Child Protection	Hold regular meetings and training sessions; established by HCMC.(36)

In January 2013, UNODC, in partnership with the League of Arab States, held a training workshop on anti-trafficking legislative drafting for the committee charged with this task, made up of representatives from the MOJ, MOI, the General Attorney's Office, and other civil society members in Sana'a. The workshop concluded with recommendations for Yemen to adopt a comprehensive law and develop a national strategy on combating human trafficking.(44)

The National Steering Committee to Combat Child Labor authored the March 2013 Ministerial Decree on hazardous work prohibited to children. In December, MOSAL organized a workshop which included representatives of Yemen's Children's Parliament, NGOs, and the private sector on the issues of child labor.(11)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Yemen has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Policy and Program Framework for the Eradication of Child Labor and Elimination of Its Worst Forms	Created in 2005 and developed by MOSAL, ILO-IPEC and HCMC to eliminate child labor. Implementation of the National Policy and Program Framework for the Eradication of Child Labor and Elimination of its Worst Forms has been delayed by more than 7 years due to a lack of funds and poor coordination among the ministry and other parties.(36)
National Strategy for Combatting Trafficking in Persons*	Drafted in 2013 by the Ministry of Human Rights. Includes researching the problem, training awareness and cooperation between Yemen and neighboring countries, training officials, and creating protection procedures for trafficking victims. Research did not reveal any information on the status of implementation of the National Strategy for Addressing Trafficking in Persons.(41)
The Child Protection Sub-Cluster (CPSC)*	Addresses the effect of the internal strife between Government forces and tribal combatants on Yemen's children.(45) Reports on child rights violations, assesses risks and trends faced by children in the crisis; builds capacity among civil society organizations responding to children's needs and coordinates child protection working groups in all conflict-affected areas.(45) In 2013, met to discuss a policy paper on the review of legislation to protect children; also discussed educating children about the dangers posed by military mines.(46)

\*The impact of this policy on child labor does not appear to have been studied.

The Yemeni Cabinet approved during the reporting period a UN-drafted action plan to reduce the use of child soldiers, which was signed by the Prime Minister after the end of the reporting period.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Yemen participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Phase IV of the Social Fund for Development (SFD)	SFD program to achieve poverty reduction through economic and social development.(47) Special needs groups, including child laborers and street children, are targeted under the SFD for social protection and education programs in partnership with the Ministry of Education, MOSAL, and the Ministry of Planning and International Cooperation. Includes improving centers for street children and developing safe child health and educational services.(48) Phase IV of the SFD, which runs through 2015, has received significant funding (\$167 million) from the United Kingdom's Department for International Development (DFID).(49) In 2013, SFD assisted with the rehabilitation of 33 schools affected by violence in Abyan.(32)
Social Welfare Fund (SWF) cash transfer program*	International Development Association program for low-income households; reaches almost 1 million poor and vulnerable Yemeni households. Provides beneficiaries with vocational skills and economic opportunities, including small and micro-enterprise development, in order to eventually graduate from the cash transfer program.(50)
Direct cash transfer program sponsored by DFID*	\$2.3 million DFID-funded program with Government participation, which provides direct cash transfers for 20,000 chronically poor and food-insecure households during 2012.(49, 51) Reports from 2013 indicate that there are delays in its implementation; however, the DFID expects to meet targets for 2013 and 2014.(52)
Temporary classrooms in conflict-affected areas	Government of Japan-funded project to support construction of 24 new schools in areas affected by conflict in Aden, Lahj, Abyan, Al Dhale, and Shabwa Governorates.(31)
Middle East Partnership Initiative projects	Government participates in project run by the US DOS that offers business training for high school youth; may encourage decent work for youth and reduce their vulnerability to worst forms of child labor. One such project targets youth in Sana'a and Aden for training and internships.(53, 54)

\*The impact of this program on child labor does not appear to have been studied.

The Yemeni government closed the reception center for the rehabilitation of child labor trafficking victims in Sana'a due to a low number of clients, but MOSAL continued to operate a center in Haradh.(14, 23) Efforts to combat trafficking in persons in Yemen are hampered by lack of government funding and due to weakened governance during the two-year transition Government.(15, 22)

Although Yemen has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.(11)

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Yemen (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Create legislation to criminalize the sexual exploitation of children by foreign tourists.	2013
	Enact new trafficking legislation to ensure all children are protected from trafficking domestically.	2013
	Ratify the Palermo Protocol on Trafficking in Persons.	2013
	Institute criminal penalties for violations of the law against recruitment of children into armed groups.	2013
Enforcement	Record and make public the numbers of investigations, arrests, prosecutions, and convictions for worst forms of child labor offenses, including trafficking.	2010 – 2013
	Ensure there is sufficient funding for inspections to be carried out and that inspections are targeted in the sectors where the worst forms of child labor are prevalent.	2009 – 2013
Government Policies	Discontinue the use of children in armed conflict.	2009 – 2013
	Study the impact on child labor of the Child Protection Sub-Cluster policy.	2013
	Reevaluate and implement the National Policy and Program Framework for the Eradication of Child Labor and Elimination of Its Worst Forms.	2009 – 2013
Social Programs	Implement a demobilization and rehabilitation program for children recruited into armed conflict.	2011 – 2013
	Take steps to address factors that prevent girls and boys from attending school, such as income pressures on families.	2013

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
	Evaluate social protection programs to determine whether they have had an impact on reducing child labor, particularly in the agriculture and fishing sectors.	2011 – 2013

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*In 2013, Zambia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government hired 55 new labor inspectors and created a new District Child Labor Committee in Kaoma District. The Government also eliminated examination fees for grades seven and nine and expanded implementation of the social cash transfer program in some provinces. However, children in Zambia continue to engage in child labor in agriculture and mining. The Government has yet to adopt into law the draft statute on hazardous forms of child labor. Gaps also remain in the current legal framework related to children; for instance, the Education Act does not include the specific age to which education is compulsory and the Government has not defined school-going age as required in the law, which may leave children under the legal working age vulnerable to the worst forms of child labor.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Zambia are engaged in child labor in agriculture and mining. Table 1 provides key indicators on children's work and education in Zambia.

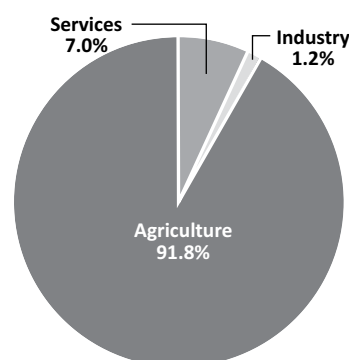
**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	28.1 (992,722)
Attending School (%)	5-14 yrs.	65.2
Combining Work and School (%)	7-14 yrs.	27.6
Primary Completion Rate (%)		91.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2013.(1)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the LFS Survey, 2008.(2)

**Figure 1. Working Children by Sector, Ages 10-14**



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of maize,* coffee,* and tea* (3)
	Production of tobacco and cotton (3)
	Raising cattle (3-5)
	Fishing,* activities unknown (3)
Industry	Mining gemstones (3, 6)
	Extracting amethysts* and emeralds* (3)
	Mining and processing lead,* zinc,* iron ore,* and copper* (3, 6)
	Quarrying rock,* conducting rudimentary mine drilling, and scavenging mine dump sites (3, 6)
	Crushing stones (7)
	Construction, activities unknown (3, 6)
	Producing charcoal* (3)

# Zambia

## MODERATE ADVANCEMENT

**Table 2. Overview of Children's Work by Sector and Activity (cont)**

Sector/Industry	Activity
Services	Domestic service (3, 6)
	Street work, including begging (3, 8)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (3, 8)
	Agriculture activities such as plowing, weeding, harvesting, and transporting water and supplies and domestic service as a result of human trafficking (3)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.




† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children who were trafficked for agriculture work were primarily trafficked from the Democratic Republic of the Congo or neighboring countries, while most domestic service workers who were trafficked were trafficked internally. (3) Some children in Zambia are forced by *jerabo* gangs, which are illegal mining syndicates, to load trucks with stolen copper ore in the Copperbelt Province. (8) In addition, the Government has yet to release information on child labor from the 2008 Labor Force Survey, although the general Labor Force Survey results were released in 2011. (9, 10)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Zambia has ratified most key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	✓

Zambia has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography, while commercial sexual exploitation of children continues to be a problem in Zambia.

The Government has established relevant laws and regulations related to child labor, including in its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Constitution, Employment Act (11, 12)
Minimum Age for Hazardous Work	Yes	18	Employment of Young Persons and Children Act (13, 14)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution; Penal Code; Anti-Human Trafficking Act of 2008 (3, 11)
Prohibition of Child Trafficking	Yes		Constitution; Penal Code; Anti-Human Trafficking Act of 2008 (3, 11)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code; Employment of Young Persons and Children Act (3, 13)

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Employment of Young Persons and Children Act (13)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Defence Act (15)
Compulsory Education Age	No		Education Act (16)
Free Public Education	Yes		Education Act (16)

\* No conscription or no standing military.

Zambia has not enacted into law a list of hazardous occupations prohibited for children, although the draft Statutory Instrument on Hazardous Forms of Child Labor is pending Parliamentary adoption.<sup>(3)</sup> In addition, the penalties for child prostitution violations in the Employment of Young Persons and Children Act are different from those in the Penal Code.<sup>(17)</sup> While the Penal Code treats child prostitution as a felony with a minimum 20 year jail sentence, the Employment of Young Persons and Children Act treats penalties as civil and punishment is a fine of \$35–\$165. In practice, the Penal Code would be applied, however research did not discover any such prosecutions in recent years.<sup>(18)</sup> The Education Act of 2011 requires the Government to provide free education up to the seventh grade, and stipulates that education is compulsory for children of school-going age.<sup>(3, 16, 19)</sup> However, the Act does not provide a specific age or definition of “school-going age,” which may allow children to leave school before they are legally able to work.<sup>(16)</sup> The lack of standards in this area may increase the risk of children’s involvement in the worst forms of child labor. Furthermore, the Government of Zambia does not provide public schools in every village, so some communities must contribute their own labor and resources to fill this gap. While government primary schools are free, schools are understaffed and parent-teacher association and other associated fees prohibit some students from attending.<sup>(20)</sup> In 2013, the Government undertook new efforts to promote female education and eliminated

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including in its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS) Child Labor Unit (CLU)	Implement and enforce child labor laws. <sup>(3)</sup>
Zambia Police Service Child Protection Unit (CPU)	Work with MLSS to identify and remove vulnerable children from the streets. Work with 72 District Street Children Committees to rescue street children from child labor, including the worst forms, and place them with families, in foster care, or in children’s homes. <sup>(9, 17)</sup> Work with immigration officials to combat child trafficking, with local officials regarding crimes against children, and with schools to education and sensitize children about abuse; and collaborate with the Ministry of Justice to investigate and prosecute child labor cases. <sup>(9, 21)</sup>
Zambia Police Service (ZPS) Victim Support Unit	Handle the enforcement of laws against trafficking, commercial sexual exploitation, and/or use of children in illicit activities. <sup>(3)</sup>
Ministry of Justice	Investigate and prosecute child labor cases. <sup>(9, 21)</sup>

Law enforcement agencies in Zambia took actions to combat child labor, including in its worst forms.

#### *Labor Law Enforcement*

In 2013, the MLSS recruited and trained 55 new labor inspectors, increasing the number to 108. Despite the addition of 55 new labor inspectors, the MLSS believes that the number is inadequate to conduct inspections country-wide and plans to continue to seek an increase in the number of inspectors.<sup>(3)</sup> The new labor inspectors received a month-long training on child labor in 2013. The CLU was allocated \$36,000 for 2013, which is the same as the budget allocation for 2012.<sup>(3)</sup> The MLSS stated that the budget and transportation were inadequate to conduct

# Zambia

## MODERATE ADVANCEMENT

inspections.(3) No child labor cases or prosecutions were recorded in 2013; the MLSS conducted labor inspections in public institutions only and did not conduct any in the private sector where child labor is more likely to be found.(3)

### *Criminal Law Enforcement*

In 2013, 7 potential child trafficking cases were identified by the Government.(8)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including in its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
MLSS	Coordinate government efforts on issues of child labor, including the worst forms.(3)
MLSS-CLU	Coordinate with District Child Labor Committees (DCLCs) in 24 of Zambia's 102 districts to increase local awareness of child labor. Mobilize communities against child labor, including its worst forms.(3)
Zambia Police Service Child Protection Unit	Coordinate with the Ministry of Community Development, Mother, and Child Health (MCDMCH) to protect children from general abuse, including the worst forms of child labor.(3)
DCLCs	Respond to child labor complaints at the local level and file complaints to the MLSS. Composed of ZPS, MLSS, MCDMCH, and civil society stakeholders.(3)

In 2013, the Government created a DCLC in Kaoma District in the Western Province. Kaoma District was targeted due to the high prevalence of child labor on tobacco farms.(3) The Government intends to establish DCLCs in all districts but lacks the resources. DCLCs serve as the main referral mechanism for social welfare services.(3) Due to overlapping responsibilities and communication lapses, individual agency mandates may not be carried out effectively in some cases and a lack of DCLCs may lead to inadequate referral mechanisms.(9)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Zambia has established policies related to child labor, including in its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Child Labor Policy	Establishes an action plan and designates responsible agencies to address child labor issues.(3, 19)
National Action Plan for the Elimination of the Worst Forms of Child Labor	Identifies five specific priorities for Government focus: improve and enforce existing laws and policies on child labor, protect all children from hazardous labor, strengthen institutional capacity, raise awareness, and establish monitoring and evaluation systems.(3, 19)
Poverty Reduction Strategy Paper*	Includes the eradication of the worst forms of child labor as a goal.(9)
Sixth National Development Plan (2011–2016) *	Includes the eradication of the worst forms of child labor as a goal.(3, 22)
Education Policy and Education Act of 2011*	Includes rights of children, including the right to free education, and provides for the re-entry of teen mothers into school.(3)
National Employment and Labor Market Policy*	Proposes interventions to eliminate the worst forms of child labor through services provided in the agriculture, health, and education sectors. Provides skills and education to prepare young people for decent and productive work.(9, 14)
UN Development Assistance Framework for Zambia (2011–2015)*	Includes the prevention, protection, and rehabilitation from the worst forms of child labor as a policy outcome in accordance with the Sixth National Development Plan.(23)

\*The impact of this policy on child labor does not appear to have been studied.

Efforts to implement the Child Labor Policy have been restricted due to inadequate funding.(19)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Zambia funded and participated in programs that include the goal of eliminating or preventing child labor, including in its worst forms (Table 8).



**Table 8. Social Programs to Address Child Labor**

Program	Description
Tackling Child Labor through Education (TACKLE) project	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and the Caribbean countries and the Pacific group of states (ACP).(24) Aims to strengthen the capacity of national and local authorities to implement and enforce child labor laws and policies in Zambia.(9, 19, 25, 26) Extended until August 2013 and included ILO training on child labor issues for government officials and teachers; implementation of four Action Programs to assist children exposed to or at risk of child labor, especially those living in vulnerable communities; and awareness-raising on child labor through education initiatives.(9, 19, 25, 26)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. In Zambia, the project aims to improve the evidence base on child labor through data collection and research.(27)
Pilot social cash transfer program*‡	Government program that provides funds on the condition that parents send their children to school rather than to work.(19)
Government child labor sensitization efforts‡	Government programs to sensitize the public on child labor at the national and district levels through implementing partners.(3)
Zambia National Service skills training camps*‡	Government program that provides camps for life skills training to at-risk youth, including victims of the worst forms of child labor and children living and working in the streets.(9, 19)
Youth Empowerment Fund*‡	Government program that provides start-up capital for youth to start businesses based on their skills.(3)
School Feeding Program*‡	Government program that provides meals for children that attend school.(3)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Zambia.

In 2013, the Government expanded the implementation of the social cash transfer program in various provinces.(3) Although Zambia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially in some of the most common worst forms of child labor, particularly children in the agriculture and mining sectors and those working on the streets.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including in its worst forms, in Zambia (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.	2013
	Adopt the draft statutory instrument that enumerates the hazardous occupations prohibited for children.	2009 – 2013
	Determine through statutory instrument the school-going age for compulsory education.	2012, 2013
	Harmonize legislation to ensure that penalties for child commercial sexual exploitation are consistent.	2009 – 2013
Enforcement	Provide transportation, staffing, and other appropriate resources for conducting child labor inspections and child trafficking investigations and ensure that inspections cover all areas where children work, including both public and private sectors.	2010 – 2013
	Provide free education as required by the Education Act of 2011.	2012, 2013
Coordination	Establish DCLCs in remaining districts.	2011 – 2013
	Improve lines of communication and clarify responsibilities among agencies to improve effectiveness and referrals to social services.	2011 – 2013
Government Policies	Provide adequate funding to implement the National Child Labor Policy.	2012, 2013
	Assess the impact that existing policies may have on addressing child labor.	2013

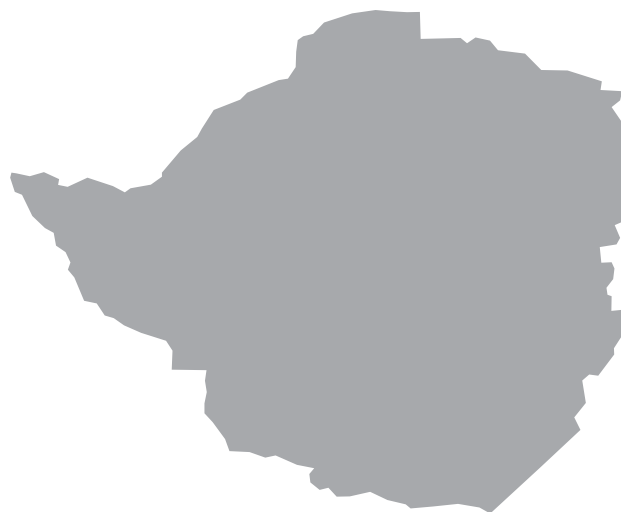
**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)**

Area	Suggested Action	Year(s) Suggested
Social Programs	Conduct research to determine the activities carried out by children working in construction to inform policies and programs.	2013
	Assess the impact that existing social programs may have on addressing child labor.	2013
	Institute and implement programs to address the worst forms of child labor in Zambia, particularly for street children and those working in the agriculture and mining sectors.	2011 – 2013
	Publish the data on child labor from the 2008 Labor Force Survey.	2011 – 2013

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*In 2013, Zimbabwe made a minimal advancement in efforts to eliminate the worst forms of child labor. Zimbabwe ratified the Optional Protocol to the Convention on the Rights of the Child on Children in Armed Conflict, as well as the Protocol to Prevent, Suppress and Punish Trafficking in Persons. However, children in Zimbabwe continue to engage in child labor in agriculture and mining. The Government did not sufficiently fund large-scale social programs such as the Basic Education Assistance Model Program. In addition, Zimbabwe continues to lack specific social programs targeting sectors in which the worst forms of child labor are most prevalent. Gaps remain in the country's legal framework against child labor, and education is not compulsory or free, which increases children's vulnerability.*



## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Zimbabwe are engaged in child labor, including in agriculture and mining. The Government's 2011 Child Labour Survey report released in 2013 concluded that the worst forms of child labor are increasing and should be a cause for concern.(1-3) Data on key indicators on children's work and education are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2014.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from NSS Survey, 2009-2010.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Production of tea,* cotton,* tobacco,* and sugarcane* (3, 6-9)
	Fishing,* activities unknown (1, 6, 8)
	Working in herding cattle* and forestry* (1, 3, 6)
Industry	Mining gold,* chrome,* and tin,* and extracting material from underground passages and quarries*† (3, 6, 7, 10, 11)
Services	Street work, activities unknown* (3, 8, 9, 12)
	Domestic service* (3, 8)
Categorical Worst Forms of Child Labor‡	Smuggling drugs (3, 6)
	Commercial sexual exploitation sometimes as a result of human trafficking* (6)
	Working in agriculture and domestic service as a result of human trafficking* (6)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined hazardous by national law or regulation, not including categorical worst forms of child labor.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

# Zimbabwe




## MINIMAL ADVANCEMENT

The Government's 2011 Child Labour Survey found that of children 5 to 14 years of age engaged in economic activity, 95.6 percent worked in agriculture, forestry, and fishing; with 95.9 percent living in rural areas.(1) According to UNICEF, approximately 100,000 of Zimbabwe's 1.3 million orphans survive on their own in child-headed households.(13) This breakdown of the family unit, as well as poverty, were major factors in children's vulnerability to child labor.(1, 3, 13) The lack of birth registration prevents children from obtaining education and can lead to children entering the workforce at a young age.(3, 6) In addition, the deterioration of Zimbabwe's economy and manufacturing sector has also led to a recent increase in child labor.(8)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Zimbabwe has ratified all key international conventions concerning child labor (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

In 2013, Zimbabwe ratified the UN CRC Optional Protocol on Armed Conflict, as well as the Palermo Protocol.

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Labour Relations Act of 2002 (14)
Minimum Age for Hazardous Work	Yes	18	Labour Relations Act of 2002 (14)
List of Hazardous Occupations Prohibited for Children	Yes		Children's Protection and Adoption Act (15)
Prohibition of Forced Labor	Yes		Constitution; Labour Relations Act (14, 16)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sexual Offenses Act; the Children's Protection and Adoption Act; the Censorship and Entertainment Control Act (3, 6, 15, 17)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Code (6)
Minimum Age for Compulsory Military Recruitment	Yes	18	National Service Act of 1979 (18)
Minimum Age for Voluntary Military Service	Yes	16	National Service Act of 1979 (18)
Compulsory Education Age	No		
Free Public Education	No		

Section 11(1)(a) and (3)(b) of the Labour Relations Act, allowing for the employment of apprentices at the age of 13, is not in conformity with the ILO Minimum Age Convention.(14, 19) Research was unable to determine if children in the informal sector have the same legal protections as children working in the formal sector.(19) Zimbabwe has no permanent legislation specifically prohibiting trafficking in persons for purposes other than sexual exploitation.(6, 20, 21) In January 2014, President Mugabe passed a Temporary Measure Regulation using Emergency Powers on trafficking in persons. The temporary measure prohibits some forms of sex and labor trafficking and

mandates the establishment of centers for trafficking victims and an inter-ministerial anti-trafficking committee; however key definitions in the regulation are inconsistent with the Palermo Protocol on Trafficking in Persons.(22) Zimbabwean law does not provide free schooling or establish a compulsory age for education for children. Section 19 (2)(d) of the new Constitution ratified in 2013 includes a right to a basic Government-funded education, but notes that the Government does not have to provide it due to a lack of resources.(3, 6) School fees are often prohibitively expensive and limit access to education.(1, 3, 8) The Government failed to meet its obligation of supporting secondary school students with school fees.(3, 6, 23) Although Section 19 (3)(a-b) of the new Constitution addresses child labor by requiring legislation to protect children from exploitative labor practices and protecting children from work that is inappropriate for their age or could harm their well-being, education, physical or mental health or spiritual, moral, or social development, laws have not been passed or amended in accordance with these Constitutional provisions.(6, 16)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor (MOL) Department of Social Welfare	Enforce labor laws and investigate labor-related complaints, including complaints involving child labor. (6)
Zimbabwe Republic Police (ZRP)	Share responsibility with the MOL and the Ministry of Justice and Legal Affairs (MOJ) for enforcing laws against the worst forms of child labor of a criminal nature.(6) Address issues related to child labor through Victim Friendly Units in every district. Conduct transnational trafficking investigations through an anti-trafficking desk at the Interpol National Central Bureau office.(6)
Ministry of Justice and Legal Affairs (MOJ)	Oversee all courts, including labor courts. Address trafficking and child victim cases through Victim Friendly Courts.(6)

Research found no evidence that law enforcement agencies in Zimbabwe took actions to combat child labor, including its worst forms.

#### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) employed approximately 123 labor inspectors for enforcing labor-related laws, including child labor laws, although many labor inspector positions are unfilled due to high turnover.(3, 6) While the funding and training of labor inspectors has increased in recent years, these resources remain inadequate for the inspectors to be able to investigate and pursue violations of child labor laws. The MOL reports that labor inspectors lack the necessary resources to carry out inspections, such as office facilities for maintaining records, transportation, and fuel.(3, 6) In addition, the MOL does not disaggregate data on labor law violations by age.(6) Therefore, the number of violations related to child labor is unknown.

#### *Criminal Law Enforcement*

In 2013, information was not available regarding the number of investigators, investigations, arrests, or prosecutions related to criminal laws on child labor, including its worst forms.(6) The government did not appear to vigorously investigate and prosecute trafficking offenses; though the government provided minimal information on its efforts.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Steering Committee to Address the Worst Forms of Child Labor	Address the worst forms of child labor. Chaired by the MOL and includes several government ministries, international organizations, and civil society groups, such as worker and employer organizations.(24)



**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor (cont)**

Coordinating Body	Role & Description
Ministry level committee on children's issues	Coordinate government ministries related to children's issues, separate from the National Steering Committee. Meet on a quarterly basis.(6)
Inter-ministerial Task Force on Trafficking in Persons	Create a national action plan on trafficking in persons (TIP) that will be chaired by the Ministry of Home Affairs with participation from a large collection of Government entities. Mandated by the President's temporary TIP regulation.(22)
National Task Force on Street Children	Work on street children issues.(6)

In 2013, due to a lack of funding, the National Steering Committee did not meet during the reporting period, and research did not find evidence that the task forces listed in Table 6 were active during 2013.(24)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Zimbabwe has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
National Action Plan to Combat Child Labor (NAP)	Strengthen the analysis of child labor issues and the creation of an entity to coordinate responses to the findings of this analysis. Consists of three thematic areas including education assistance, poverty assistance through a cash transfer scheme, and health assistance.(6)
UN Development Assistance Framework 2012-2015*	Provide support to the Government regarding the utilization of the Child Labor Survey in development planning.(25)

\*The impact of this policy on child labor does not appear to have been studied.

In 2013, the Government took no action to implement the NAP. A member of the National Steering Committee reported that resources have not been allocated to implement the National Action Plan to Combat Child Labor (NAP).(2, 6) In addition, research did not demonstrate that the results of the Child Labor Survey have been used to inform policies and programs in Zimbabwe.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms. The Government funds and participates in other programs that may have an impact on child labor, including its worst forms.

**Table 8. Social Programs to Address Child Labor**

Program	Description
Phase II of the National Action Plan for Orphans and Vulnerable Children (NAP OVC II)*	Government program includes a focus on equity and access to quality education for children and aims to assist 80,000 people, including by providing protection services to 25,000 children. Provides a cash transfer program that encourages families to keep children in school.(12, 26, 27) With funding from the European Commission and the Governments of the Netherlands, Sweden, and Britain, provides food and health services to high-risk families, including child-headed households. Also provides for protection services for child victims of abuse, violence, and exploitation.(12, 26, 27)
Basic Education Assistance Module (BEAM) *‡	Government program, supported by the Department for International Development (DFID), provides basic financial assistance for costs such as tuition and examination fees. Aims to keep children in school and to recruit children to enroll who lack access to school as a result of economic hardship.(20, 27, 28)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Zimbabwe.

Research found no evidence of programs to address the worst forms of child labor in mining or agriculture.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Zimbabwe (Table 9).

**Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Labour Relations Act to comply with the ILO Minimum Age Convention by raising the minimum age of employment for apprentices to at least 14.	2013
	The Government should ensure that children working in the informal sector benefit from the same child labor protections as children working in the formal sector.	2013
	Enact permanent anti-trafficking legislation to bar trafficking of children for both sexual and labor exploitation.	2009 – 2013
	Establish free and compulsory education for children to age 15, consistent with Zimbabwe's minimum age for work.	2009 – 2013
	Pass or amend legislation to include the required Constitutional provisions on child labor into law.	2013
Enforcement	Provide adequate resources for child labor inspections, combatting child trafficking, and implementing enforcement efforts.	2009 – 2013
	Collect, analyze, and disseminate information on the enforcement of laws related to the worst forms of child labor.	2009 – 2013
Coordination	Ensure the National Steering Committee to Address the Worst Forms of Child Labor and the Inter-ministerial Task Force on Trafficking in Persons are active and coordinate to address the worst forms of child labor and trafficking in persons.	2011 – 2013
Government Policies	Assess the impact that existing policies, such as the UN Development Assistance Framework, may have on addressing child labor.	2013
	Allocate appropriate resources to implement the NAP.	2010 – 2013
	Utilize the results of the Child Labor Survey Report to inform policies and programs.	2011 – 2013
Social Programs	Assess the overall impact that existing programs such as those under the NAP OVC II may have on the worst forms of child labor and address any gaps to ensure full national coverage.	2011 – 2013
	Create programs that address the worst forms of child labor, particularly in mining and agriculture.	2010 – 2013
	Conduct research to determine the activities carried out by children working on the streets and in fishing to inform policies and programs.	2013

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# Zimbabwe

## MINIMAL ADVANCEMENT

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Part **6** **Non-Independent Countries  
and Territories**



## NON-INDEPENDENT COUNTRIES AND TERRITORIES

There is limited information regarding child labor and government efforts to combat it in non-independent countries and territories eligible for GSP benefits.<sup>1</sup> Obtaining data on the prevalence and distribution of the worst forms of child labor is difficult, and statistics on child work and school attendance are often not available from the sources used in this report.

In some cases, there is no evidence to suggest that the worst forms of child labor exist in certain territories. In these cases, when laws appear to meet the guidelines called for in ILO C. 182 and embodied in the TDA, and the territory has a good enforcement framework, no suggested actions have been included.

In regard to ratification of key international conventions concerning child labor, these non-independent countries and territories generally are not eligible to become members of the ILO. Even though they are not members of the ILO, ratification of ILO C. 138 and ILO C. 182 may extend to some of them.<sup>2,3</sup> Similarly, ratification of other conventions, such as the UNCRC, may also apply to some of them.

Across non-independent countries and territories, research indicates a variety of legal structures that govern laws and regulations related to child labor, including its worst forms. Some territories are self-governing, except in the areas of foreign affairs and defense. Domestic laws in the Metropoli do not generally apply to these territories, unless explicitly extended. In other territories, certain domestic laws of the Metropoli apply, and in a few territories, all domestic laws in the Metropoli apply.

Research found some information on the efforts of non-independent countries and territories in the areas of enforcement, coordination, policies, and programs, but in many cases this information was limited.

## Assessments

Evidence suggests that the worst forms of child labor are an issue in some non-independent countries and territories. These entities are assessed in the same manner as all other countries included in this report. Other non-independent countries and territories do not appear to have a problem with the worst forms of child labor. These entities fall into three types.

The first type of non-independent country and territory is one in which the population of children is either non-existent or extremely small (under 50). For this reason, ILAB does not write profiles on these territories. The three territories that fit this category are Heard and McDonald Islands, the Pitcairn Islands, and the British Indian Ocean Territories/Chagos Archipelago. The Heard and McDonald Islands are uninhabited, and the population of the Pitcairn Islands is less than 50 people.<sup>4</sup> The British Indian Ocean Territories is inhabited by U.S. and U.K. military personnel.<sup>5</sup>

The second type of non-independent country and territory is one with no evidence of a worst form of child labor problem and with a good legal and enforcement framework. Given both the lack of a demonstrated problem and the presence of a preventive legal and enforcement framework, ILAB does not assess the efforts of or include suggested actions for these territories. Such entities will be marked “No assessment.” There are currently five territories that fit this category.

The third type of non-independent country and territory is one in which there is no evidence of a worst forms of child labor problem, but that lacks a good legal and enforcement framework. The lack of such a framework is a gap in efforts to prevent the worst forms of child labor. For this reason, such non-independent countries and territories are assessed as “No advancement.” There are currently seven territories that fit this category.

<sup>1</sup> U.S. Government. *Harmonized Tariff Schedule of the United States (Rev. 1)*; 2010. <http://www.usitc.gov/publications/docs/tata/hts/bychapter/1001gn.pdf>.

<sup>2</sup> ILO. *Constitution of the International Labour Organization*; 1948. <http://www.ilo.org/ilolex/english/constq.htm>. Most of the areas covered in the summary report are considered non-metropolitan territories and are therefore ineligible to become members of ILO. While ILO still does not have an official definition for “non-metropolitan territory,” in earlier versions of the ILO Constitution, “colonies, protectorates and possessions which are not fully self governing” was used in place of this term. An ILO member can submit a declaration to ILO requesting that these conventions apply to their non-metropolitan areas. Please see the chart regarding ratifications of international conventions and selected non-independent country and territory laws at the end of this discussion.

<sup>3</sup> ILO official. E-mail communication USDOL official. May 8, 2014.

<sup>4</sup> Central Intelligence Agency. *Pitcairn Islands*, [online] cited <https://www.cia.gov/library/publications/the-world-factbook/>.

<sup>5</sup> U.S. Embassy–London. E-mail communication USDOL official. April 1, 2011.



*In 2013, Anguilla made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government participated in an initiative with the UNDP to assist at-risk youth. The Ministry of Social Development continued to sponsor the National Conference on Youth and Development, in which the National Youth Council made recommendations on the protection of children and access to education. While the extent of the problem is unknown, some children in Anguilla are reported to engage in the worst forms of child labor, specifically in commercial sexual exploitation. The Government appears to lack a list of hazardous occupations prohibited to children. It also lacks a developed framework and targeted programs that address the commercial sexual exploitation of children.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

While the extent of the problem is unknown, some children in Anguilla are reported to engage in the worst forms of child labor, specifically in commercial sexual exploitation.(1-3) Table 1 provides key indicators on children's work and education in Anguilla. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		78.7

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2014.(4)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* (1-3, 6, 7)
	Used in the production of pornography* (1)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182.




Some children reportedly perform sex acts in exchange for money and gifts.(1, 6) Evidence suggests that in some cases these transactions may occur with the knowledge, consent, or initiation of the child's parent.(1, 6) There are also reports that non-Anguillan migrant children may be involved in commercial sexual exploitation.(1) Research has found no evidence that the Government of Anguilla collects or disseminates information regarding the prevalence and nature of the commercial sexual exploitation of children and other worst forms of child labor.

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK law does not generally apply to OTs, unless explicitly extended.

The following convention has been extended to Anguilla (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Employment of Women, Young Persons and Children Act; Employment of Children (Restriction) Act; Education Act (8-10)
Minimum Age for Hazardous Work	Yes	18	Employment of Women, Young Persons and Children Act; Employment of Children (Restriction) Act (8, 10)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution (11)
Prohibition of Child Trafficking	Yes		Criminal Code (12)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code (12)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Code (12)
Minimum Age for Compulsory Military Recruitment	N/A*		UK Armed Forces Act 2006 (13)
Minimum Age for Voluntary Military Service	Combat: Yes	18	
	Non-Combat: Yes	16	
Compulsory Education Age	Yes	17	Education Act (9)
Free Public Education	Yes		Education Act (9)

\* No conscription or no standing military.

Section 3 of the Employment of Women, Young Persons and Children Act prohibits children under the age of 14 from working in industrial undertakings such as mining, manufacturing, and construction. However, the law does not prohibit young persons between the ages of 14 and 18 from engaging in industrial undertakings, which may leave them vulnerable to dangerous work.(10) Research could not identify whether Anguilla has a comprehensive list of hazardous occupations prohibited to children.

During the previous reporting period, the Government received UNICEF funding to begin drafting legislation that would strengthen protections against child abuse.(14) Research has not found whether this draft legislation has been completed, or the extent to which it addresses the commercial sexual exploitation of children.

The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under-18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.(13, 15-17)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Department of Labor of the Ministry of Finance, Economic Development, Investments, and Tourism	Enforce child labor laws through the Labor Commissioner, pursuant to the Employment of Children (Restriction) Act.(8, 18)
Department of Social Development of the Ministry of Social Development	Safeguard the well-being of children and investigate reports of child abuse.(19-21)
Royal Anguilla Police Force	Investigate child protection cases.(19-21)

Research found no evidence that law enforcement agencies in Anguilla took actions to combat child labor, including its worst forms.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Ministry of Social Development	Implement child protection efforts and ensure Anguilla complies with the CRC.(22, 23)

In 2013, the Government of Anguilla continued to coordinate child protection issues through the Ministry of Social Development.(23) However, the extent to which the Ministry addressed the worst forms of child labor, and particularly the commercial sexual exploitation of children, is unclear.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Anguilla has established policies related to child labor, including its worst forms (Table 7).

**Table 7. Policies Related to Child Labor**

Policy	Description
Child Protection National Action Plan*	Calls for the development of the Child Protection Protocols.(22) In 2013, the Ministry of Social Development, with the involvement of UNICEF, organized the interagency Child Protection Protocol Consultation Workshop to continue to develop the Child Protection Protocols.(24, 25)
Safeguarding and Child Protection Protocols and Procedures*	Provides guidance and support on identifying, reporting, investigating, managing, and prosecuting child abuse cases. Developed by the Ministry of Social Development in conjunction with UNICEF. (19, 21, 23) Reported to address legislative gaps in the protection of children.(24)

\* The impact of this policy on child labor does not appear to have been studied.

In 2013, the Ministry of Social Development sponsored the Seventh Annual National Conference on Youth and Development, in which the National Youth Council met at the Anguilla House of Assembly to make recommendations on the protection of children, youth employment, and access to education.(26-28) Also during the reporting period, the Ministry of Tourism engaged public and private agencies to debate a comprehensive tourism policy that would guide the sustainable development of the sector. However, it is unclear if safeguards against child labor or the promotion of children's rights were included in the debate.(29)

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Anguilla funded social programs that may have an impact on child labor, including its worst forms (Table 8).

**Table 8. Social Programs to Address Child Labor**

Program	Description
Safeguarding Children in Anguilla Project*‡	Ministry of Social Development media campaign that engages civil society groups on child protection issues.(14, 23) In 2013, produced an outreach campaign that targeted the Spanish-speaking community of all ages on raising awareness of children's issues.(23)
Department for Youth and Culture programming*‡	Department for Youth and Culture program that provides a range of cultural activities for children ages 11 to 18 during summer months; facilitates development of youth centers where young people can participate in educational activities.(23)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Anguilla.

In 2013, the Government of Anguilla, through the Ministry of Social Development, began working with the UNDP to develop a project for at-risk youth.(23)

The question of whether these initiatives have an impact on the commercial sexual exploitation of children remains unclear. Research found no evidence that the Government has carried out programs to combat the commercial sexual exploitation of children directly.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Anguilla (Table 9).

**Table 9. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the Employment of Women, Young Persons and Children Act to prohibit all children under the age of 18 from engaging in hazardous work.	2011 – 2013
	Clarify whether Anguilla has codified a list of hazardous activities prohibited to children under age 18.	2011 – 2013
	Clarify whether Anguilla has drafted new legislation to protect children from commercial sexual exploitation.	2013
Enforcement	Collect, analyze, and disseminate information regarding the enforcement of relevant laws protecting children from commercial sexual exploitation.	2009 – 2013
Coordination	Ensure there is a coordinating mechanism to combat the commercial sexual exploitation of children.	2009 – 2013
Government Policies	Assess the impact that the Child Protection National Action Plan and Safeguarding and Child Protection Protocols and Procedures may have on addressing commercial sexual exploitation of children.	2010 – 2013
Social Programs	Collect, analyze, and disseminate information regarding the prevalence and nature of the commercial sexual exploitation of children and other worst forms of child labor to guide the development of policies and programs to address the problem.	2009 – 2013
	Assess the impact of existing social programs on the commercial sexual exploitation of children.	2010 – 2013
	Implement programs to address the commercial sexual exploitation of children.	2011 – 2013

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# British Virgin Islands

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*In 2013, the British Virgin Islands made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government has not developed a list of hazardous occupations prohibited to children.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor exists in the British Virgin Islands.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK Law does not generally apply to OTs, unless explicitly extended.(1)

The following convention has been extended to the British Virgin Islands (Table 1).(1)

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations concerning child labor (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Code of 2010 (2)
Minimum Age for Hazardous Work	Yes	18	Labor Code of 2010 (2)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitutional Order 2007; Labor Code of 2010 (2, 3)
Prohibition of Child Trafficking	Yes		Criminal Code, Labor Code of 2010 (2, 4)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Criminal Code; Labor Code of 2010 (2, 4)
Prohibition of Using Children in Illicit Activities	Yes		Criminal Code; Labor Code of 2010 (2, 4)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes	18	UK Armed Forces Act 2006 (1, 5)
	Non-Combat: Yes	16 1/2	
Compulsory Education Age	Yes	16	Education Act 2004 (6)
Free Public Education	Yes		Education Act 2004 (6)

\* No conscription or no standing military.

The Government has not developed a list of hazardous occupations prohibited to children.(2)

The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under 18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.(7-10)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established an institutional mechanism for the enforcement of labor laws for the British Virgin Islands (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor	Enforce labor laws and collect data and statistics on violations of the Labor Code.(2)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in the British Virgin Islands.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in the British Virgin Islands.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in the British Virgin Islands.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in the British Virgin Islands (Table 4).

**Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Develop a list of hazardous occupations prohibited for children under age 18.	2012 – 2013

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# Christmas Island

NO ASSESSMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*For the 2013 reporting period, no assessment has been made regarding Christmas Island's efforts to advance the elimination of the worst forms of child labor because 2013 is the first year suggested actions are included for Christmas Island. While there is no evidence of a problem, gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. Christmas Island does not have a minimum age for hazardous work, or a list of hazardous activities which may leave children vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




There is no evidence that children on Christmas Island are engaged in the worst forms of child labor.(1, 2)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Acts Interpretation Act 1901 provides that Christmas Island is part of the definition of “Australia” in the laws of Australia. Accordingly, all legislation of the federal parliament applies to these territories unless specifically excluded, including Australia’s ratification of conventions.(3)

Because Australia has ratified most key international conventions concerning child labor, the following conventions apply to Christmas Island (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

Christmas Island is subject to the child labor laws of the state of Western Australia.(1) The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Western Australia Children and Community Services Act 2004 (4)
Minimum Age for Hazardous Work	No		Western Australia Children and Community Services Act 2004 (4)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Commonwealth Criminal Code Act 1995 of Australia (5)
Prohibition of Child Trafficking	Yes		Commonwealth Criminal Code Act 1995 of Australia (5)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Western Australia Prostitution Act of 2000, the Western Australia Children and Community Services Act, and the federally enacted Commonwealth Criminal Code Act 1995 of Australia (4-8)
Prohibition of Using Children in Illicit Activities	Yes		Commonwealth Criminal Code Act 1995 of Australia (5)

**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Combat: Yes	18	Australian Defense Force (9, 10)
	Non-Combat: Yes	17	
Compulsory Education Age	Yes	17	Western Australia School Education Act (1, 2, 7, 11)
Free Public Education	Yes		Western Australia School Education Act (1, 2, 7, 11)

No information was found on whether any laws specifically define hazardous work or establish a minimum age for it.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government of Australia has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms, which apply to Christmas Island (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Australian Federal Police, the Department of Immigration and Border Protection, and the Department of Infrastructure and Regional Development	Enforce criminal laws related to the worst forms of child labor. Issue orders for a child to stop working if there is risk of harm.(1, 7)
Australian Federal Police	Investigate the commercial sexual exploitation of children, including pornography.(7)
Australian Federal Police: Human Trafficking Teams	Investigate human trafficking for the purpose of transnational sexual and labor exploitation.(1, 8)
Australian Federal Police: Child Protection Operations Team	Investigate and coordinate multijurisdictional and international online child sex exploitation issues, including child pornography.(1, 7, 8)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in Christmas Island.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for government policies to address the worst forms of child labor, in Christmas Island.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address the worst forms of child labor, in Christmas Island.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Christmas Island (Table 4).

**Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify whether Christmas Island has codified a list of hazardous activities prohibited for children under age 18.	2013
	Clarify whether Christmas Island has established a minimum age for hazardous work.	2013

# Christmas Island

## NO ASSESSMENT

## NON-INDEPENDENT COUNTRIES AND TERRITORIES

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*For the 2013 reporting period, no assessment has been made regarding Cocos (Keeling) Islands' efforts to advance the prevention of the worst forms of child labor because 2013 is the first year suggested actions are included for the Cocos (Keeling) Islands. While there is no evidence of a problem, gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. Cocos (Keeling) Islands do not have a minimum age for hazardous work, or a list of hazardous activities which may leave children vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




There is no evidence that children on the Cocos (Keeling) Islands are engaged in the worst forms of child labor.(1, 2)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Acts Interpretation Act 1901 provides that the Cocos (Keeling) Islands are part of the definition of “Australia” in the laws of Australia. Accordingly, all legislation of the federal parliament applies to these territories unless specifically excluded, including Australia’s ratification of conventions.(3)

Because Australia has ratified most key international conventions concerning child labor, the following conventions apply to the Cocos (Keeling) Islands (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Cocos (Keeling) Islands are subject to the child labor laws of the state of Western Australia.(1) The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Western Australia Children and Community Services Act 2004 (4)
Minimum Age for Hazardous Work	No		Western Australia Children and Community Services Act 2004 (4)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Commonwealth Criminal Code Act 1995 (5)
Prohibition of Child Trafficking	Yes		Commonwealth Criminal Code Act 1995 (5)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Western Australia Prostitution Act of 2000 (1, 6, 7); Western Australia Children and Community Services Act and the federally enacted Commonwealth Criminal Code Act 1995 of Australia (4, 5, 8)
Prohibition of Using Children in Illicit Activities	Yes		Commonwealth Criminal Code Act 1995 (5)
Minimum Age for Voluntary Military Service	Combat: Yes	18	Australian Defense Force (9)
	Non-Combat: Yes	17	

# Cocos (Keeling) Islands

NO ASSESSMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	17	Western Australia School Education Act (1, 10-12)
Free Public Education	Yes		Western Australia School Education Act (1, 10-12)

No information was found on whether any laws define hazardous work or establish a minimum age for it.

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government of Australia has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms, which apply to the Cocos (Keeling) Islands (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Australian Federal Police, the Department of Immigration and Border Protection, and the Department of Infrastructure and Regional Development	Enforce criminal laws related to the worst forms of child labor.(6, 12)
Australian Federal Police	Investigate the commercial sexual exploitation of children, including pornography.(1, 6)
Australian Federal Police: Human Trafficking Teams	Maintain jurisdiction in trafficking matters and investigate human trafficking for the purpose of transnational sexual and labor exploitation.(1, 8)
Australian Federal Police: Child Protection Operations Team	Investigate and coordinate multijurisdictional and online child sex exploitation.(1, 6, 8)
Department of Child Protection	Issue orders to stop a child from working if there is a risk of harm.(1, 6)

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for government policies to address the worst forms of child labor, in the Cocos (Keeling) Islands.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address the worst forms of child labor, in the Cocos (Keeling) Islands.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in the Cocos (Keeling) Islands (Table 4).

**Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify whether the Cocos (Keeling) Islands have codified a list of hazardous activities prohibited for children under age 18.	2013
	Clarify whether the Cocos (Keeling) Islands have established a minimum age for hazardous work.	2013

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# Cook Islands

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*In 2013, the Cook Islands made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government's legal framework is insufficient to protect children from prostitution and pornography, and research could not determine whether laws prohibit internal trafficking or use of children in illicit activities. Also, a list of hazardous occupations prohibited to children has not been developed.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in the Cook Islands.(1-3)




## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Cook Islands is a self-governing territory of New Zealand. The territory follows a combination of its own laws and some of the laws of New Zealand and the United Kingdom that were enacted prior to self-government in 1965.(1, 4) There are no armed forces in the Cook Islands.(5, 6) New Zealand is responsible for the Cook Islands' defense at its request and in consultation with the Cook Islands.(5)

Since 1988, no treaty signed, ratified, accepted, approved, or acceded to by New Zealand extends to the Cook Islands, unless New Zealand acted expressly on behalf of the Cook Islands.(7)

The following convention has been ratified by the Cook Islands (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	13	Employment Relations Act 2012 (8)
Minimum Age for Hazardous Work	Yes	18	Employment Relations Act 2012 (8)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Prohibition of Forced and Compulsory Labor Ordinance and Amendment Acts (9-11)
Prohibition of Child Trafficking	Yes		Cook Islands Crimes Amendment Act of 2004 (12)
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment			
Minimum Age for Voluntary Military Service	Yes	17	Minimum Entry Requirements- Army Generic Requirements for New Zealand (13)
Compulsory Education Age	Yes	16	Education Act of 2012 (14)

**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Free Public Education	Yes		Education Act of 2012 (14)

In 2012, the Cook Islands enacted the Employment Relations Act, which prohibits children younger than 13 years of age from being employed.(8, 15) The Act also prohibits a school-aged person, defined as 13 to 16 years old, from working during normal school hours, for more than 10 hours a week outside of school hours, or for work that is not considered light work.(8) Light work is defined in the Act as work that does not threaten the child's health and safety, or hamper the child's education or vocational orientation and training.(8) Under the Act, children under 18 years old are prohibited from working in hazardous occupations.(8) However, research indicates that a list of hazardous occupations has not been developed.

Under the Cook Islands Crimes Amendment Act 2004, trafficking in persons across borders is illegal; however, it is not clear whether internal trafficking is addressed in the Act.(12, 16)

The Cook Islands Crimes Act of 1969 prohibits prostitution but does not address child prostitution or child pornography.(12, 16, 17) In 2010, the Government of the Cook Islands began a comprehensive review of the Crimes Act to amend provisions of the Act, to include criminalizing child prostitution and child pornography.(1, 2, 17) To date, the Act has not yet been modified.(2, 17)

Research could not determine whether laws prohibiting the use of children for illicit activities exist.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms to monitor the implementation of child labor laws in the Cook Islands (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
The Labor and Consumer Affairs Division of the Government	Implement child labor laws in the Cook Islands.(18)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in the Cook Islands.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in the Cook Islands.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in the Cook Islands.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in the Cook Islands (Table 4).



**Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Develop and enact a list of hazardous occupations.	2012 – 2013
	Clarify whether the Cook Islands Crimes Amendment Act 2004, prohibitions extend to internal trafficking in persons.	2011 – 2013
	Amend the Crimes Act to address and criminalize child prostitution and child pornography.	2012 – 2013
	Clarify whether a law exists that prohibits the use of children in illicit activities.	2011 – 2013

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# Falkland Islands (Islas Malvinas)

NON-INDEPENDENT COUNTRIES AND TERRITORIES

NO ADVANCEMENT

*In 2013, the Falkland Islands made no advancement in efforts to prevent the worst forms of child labor. Although no information suggests that the worst forms of child labor are a problem, the Government appears to lack a complete preventive legal framework to protect all children from trafficking for the purposes of labor exploitation. It also is unclear whether the Falkland Islands have established a more comprehensive list of hazardous work prohibited to children, and whether the use of children in illicit activities is prohibited. This leaves children vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor exists in the Falkland Islands.(1, 2)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK Law does not generally apply to OTs, unless explicitly extended.(3)

The following conventions have been extended to the Falkland Islands (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Falkland Islands Employment of Children Ordinance (4)
Minimum Age for Hazardous Work	Yes	18	Falkland Islands Employment of Children Ordinance (5, 6)
List of Hazardous Occupations Prohibited for Children	Yes		United Kingdom Employment of Women, Young Persons, and Children Act (2, 5-7)
Prohibition of Forced Labor	Yes		Falkland Islands Constitution Order 2008 (8)
Prohibition of Child Trafficking	Yes		Sexual Offenses Act (9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sexual Offenses Act (9)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: No	18	UK Armed Forces Act 2006 (10-12)
	Non-Combat: Yes	16	
Compulsory Education Age	Yes	16	Education Amendment Ordinance of 2008; Falkland Islands Constitution Order of 2008 (5, 8, 13)
Free Public Education	Yes		Education Amendment Ordinance of 2008 (5, 13)

\*No conscription or no standing military.

# Falkland Islands (Islas Malvinas)

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

The UK Employment of Women, Young Persons, and Children Act makes it illegal to employ children in work that exposes them to physical, psychological, or sexual abuse. The Act protects children from work that is underground, underwater, at dangerous heights, or in confined spaces, as well as from work that requires using dangerous machinery, equipment, or tools without training and supervision, and prohibits work at night in any industry.(7) No information was found on whether the Government has developed a more comprehensive list of hazardous occupations prohibited to children, or if the law explicitly prohibits the use of children in illicit activities.(14, 15)

Although child trafficking has not been identified as having occurred in the Falkland Islands, the law does not appear to protect children, specifically young persons older than 16, from internal and cross-border trafficking for the purposes of labor exploitation.(8, 9, 15)

The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under 18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.(11, 12, 16, 17).

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms, in the Falkland Islands.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in the Falkland Islands.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in the Falkland Islands.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in the Falkland Islands.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in the Falkland Islands (Table 3).

**Table 3. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Ensure that the list of hazardous activities prohibited to children is comprehensive.	2012 – 2013
	Ensure the law prohibits the use of children in illicit activities.	2013
	Clarify whether the law protects all children under 18 from trafficking for any purpose, including labor exploitation.	2012 – 2013

# Falkland Islands (Islas Malvinas)

NON-INDEPENDENT COUNTRIES AND TERRITORIES

NO ADVANCEMENT

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*In 2013, Gibraltar made a moderate advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government has strengthened its preventive legal framework to help protect children from exploitive labor. In 2013, the Government of Gibraltar enacted the Gibraltar Merchant Shipping (Maritime Labour Conventions) Regulations, which extends labor protections to children working aboard ships through age 18. However, critical gaps remain in the legal framework to prevent children from being involved in the worst forms of child labor. The legal framework does not appear to define a minimum age for all work, nor does it appear to fully protect children ages 15 through 17 from hazardous work. The law also does not appear to prohibit the use of children in illicit activities that are not of a sexual nature, such as for drug trafficking, theft, or burglary. These gaps continue to leave children vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor exists in Gibraltar.(1-3)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK Law does not generally apply to OTs, unless explicitly extended.

None of the following conventions have been extended to Gibraltar (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations on Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		Employment Act 1953, as amended in 2012; United Kingdom's Working Time Act 1999; Merchant Shipping Regulations 2013 (4-6)
Minimum Age for Hazardous Work	Yes	15/16	Employment Act 1953; Working Time Act 1999; Merchant Shipping Regulations 2013 (4-6)
List of Hazardous Occupations Prohibited for Children	Yes		Employment Act 1953, as amended in 2012 (4, 7)
Prohibition of Forced Labor	Yes		Gibraltar Constitution Order of 2006; Crimes Act 2011 (3, 8-10)
Prohibition of Child Trafficking	Yes		Crimes Act of 2011 (2, 9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Crimes Act of 2011 (2, 9)
Prohibition of Using Children in Illicit Activities	Yes		Crimes Act of 2011 (S.)191A (3, 9)
Minimum Age for Compulsory Military Recruitment	N/A*		



**Table 2. Laws and Regulations on Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Combat: No	18	Royal Gibraltar Regiment; UK Armed Forces Act 2006 (2, 10)
	Non-Combat: Yes	16	
Compulsory Education Age	Yes	15	Education and Training Act 1974 (2, 11-13)
Free Public Education	Yes		Legislation title unknown (11-13)

\*No conscription or no standing military.

Gibraltar does not appear to have a clearly defined law or regulation setting a minimum employment age for all work. The Education and Training Act of 1974 bars employing children under the age of 18 as apprentices, and possibly in other work, without the written consent of the Government's Director of Education; however, the Act affords the Director wide discretion in determining whether to consent to the employment.<sup>(11)</sup> The definition of "child" also varies throughout the legal framework.<sup>(5, 9, 11)</sup>

Three laws limit employing children in hazardous activities. The first law, the Working Time Act, prohibits children under age 16 from employment that is dangerous to their life, health, or morals; though the Act does not list specific industries or activities that would fall within this definition, it does regulate working time for young persons ages 15–17; specifically, work performed at night, the maximum amount of hours a young person may work, and the minimum amount of time employers should allocate for breaks and rest periods.<sup>(5)</sup> Research has been unable to locate any list or more specific definition promulgated under the authority of this law. The second law, Gibraltar's Employment Act prohibits children under age 15 from working in "industrial undertakings," which the Act defines broadly to include mining, manufacturing, construction, and transportation.<sup>(4, 5)</sup> Finally, the Merchant Shipping Regulations enacted in 2013 bar children under 18 from working at night on marine vessels and bar children under 16 from working on vessels at all.<sup>(4)</sup> Taken together, the various regulations may not fully protect children ages 15 through 17 from hazardous work, as the Employment Act specifically allows children of these ages to work at night in industrial undertakings in mining and in manufacturing of iron, steel, paper, raw sugar, and glass work.<sup>(4)</sup> It is not clear whether any other government rule exists that details a more comprehensive list of hazardous activities prohibited for all children under 18. Also, while the Crimes Act 2011 prohibits the use of children for begging, it is not clear whether laws exist prohibiting the use of children in illicit activities such as the production and distribution of illegal drugs.<sup>(9)</sup>

The UK and the Royal Gibraltar Regiment are responsible for defending Gibraltar.<sup>(2, 10)</sup> The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under-18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.<sup>(2, 10, 14-16)</sup>

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a child labor problem in Gibraltar, limited evidence suggests that institutional mechanisms have been established to enforce labor laws and regulations related to child labor, including its worst forms.<sup>(3, 17)</sup> However, research did not identify these institutional mechanisms.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in Gibraltar.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in Gibraltar.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Gibraltar.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Gibraltar (Table 3).

**Table 3. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify the minimum age for all work, and standardize the definition of “child” throughout the legal framework.	2013
	Amend the law to protect all children under 18 from clearly defined hazardous work.	2012 – 2013
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011 – 2013

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*In 2013, Montserrat made no advancement in efforts to prevent the worst forms of child labor. Although there is no evidence of a child labor problem in Montserrat, critical gaps exist in the legal framework to prevent children being involved in the worst forms of child labor. Although the Montserrat Labor Code protects children from performing hazardous work, it is unclear whether the Government has established a comprehensive list of hazardous activities. It also is unclear whether the law prohibits the use of children in illicit activities such as drug trafficking, begging, and theft or burglary. These gaps leave children vulnerable to the worst forms of child labor.*

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor exists in Montserrat.(1-3)

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK Law does not generally apply to OTs, unless explicitly extended.

The following convention has been extended to Montserrat (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Montserrat Labor Code (4)
Minimum Age for Hazardous Work	Yes	18	Montserrat Labor Code (4)
List of Hazardous Occupations Prohibited for Children	No		Montserrat Labor Code (4)
Prohibition of Forced Labor	Yes		Constitution of Montserrat (4, 5)
Prohibition of Child Trafficking	Yes		Montserrat Penal Code (4, 6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Montserrat Penal Code (6)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		UK Armed Forces Act 2006 (7)
Minimum Age for Voluntary Military Service	Combat: No	18	UK Armed Forces Act 2006 (7)
	Non-Combat: Yes	16	
Compulsory Education Age	Yes	16	Education Act of 2004 (8)
Free Public Education	Yes		Education Act of 2004 (8)

\* No conscription or no standing military.

While the Montserrat Labor Code prohibits the employment of children under 16, it includes an exception allowing the employment of children older than 14 in light work. In addition, children under the age of 18 may not be employed at night or in occupations designated as hazardous.(4) The Minister of Labor for Montserrat is entrusted with the responsibility of deciding what constitutes light work and what constitutes hazardous work, but research found no comprehensive list of hazardous work for all children up to age 18.(4) In addition, research did not find any law or regulation prohibiting the use of children in illicit activities.

The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under-18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.(3, 7, 9, 10)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Royal Montserrat Police Service	Enforce laws involving children.(11)
Department of Social Services	Employ social workers to work on child protection issues.(11)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in Montserrat.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in Montserrat.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Montserrat.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Montserrat (Table 4).

**Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish a list of hazardous work for which children under 18 may not be employed.	2011 – 2013
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011 – 2013

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*For the 2013 reporting period, no assessment has been made regarding Niue's efforts to advance the prevention of the worst forms of child labor because this 2013 report is the first year suggested actions are included for Niue. While there is no evidence of a problem, the Government has not established adequate legal protection to prevent the worst forms of child labor. Niue's Terrorism Suppression and Transnational Crimes Act of 2006 specifically address child prostitution. However, there is no law addressing other forms of commercial sexual exploitation of children nor is there an established minimum age for labor and comprehensive list of hazardous work prohibited to children. Additionally, research has not identified any laws that prohibit the use of children for drug trafficking or other illicit activities.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in Niue.(1)




## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Niue is a self-governing territory of New Zealand and does not follow New Zealand laws. There are no armed forces in Niue as New Zealand is responsible for Niue's defense.(2, 3)

Since 1988, no treaty signed, ratified, accepted, approved, or acceded to by New Zealand extends to Niue, unless it was done expressly on behalf of Niue.(4)

The following convention has been ratified by Niue (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established a few relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	No		
Prohibition of Child Trafficking	Yes		Terrorism Suppression and Transnational Crimes Act (5)
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	No		



**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	17	Minimum Entry Requirements- Army Generic Requirements for New Zealand (2, 3, 6)
Compulsory Education Age	Yes	16	Education Act (7)
Free Public Education	Yes		Education Act (7)

In Niue, children under the age of 16 are prohibited from working in the public sector, but they can help with family businesses.(8) There are, however, no labor laws and no established minimum age for labor.(8) There also is no comprehensive list of hazardous work prohibited to children.(1, 8)

The Terrorism Suppression and Transnational Crimes Act of 2006 makes it an offense to traffic children, and any person convicted of this offense may be imprisoned for a term not to exceed 20 years.(5) Research, however, has not identified whether there are laws that specifically address child prostitution and other forms of commercial sexual exploitation of children, such as pornography. Research also has not identified whether laws exist regarding the use of children for drug trafficking or other illicit activities.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms in Niue.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms to address children's rights and protection (Table 3).

**Table 3. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
The National Coordinating Committee for the Convention on the Rights of the Child (NCCCRC)	Coordinate and monitor implementation of national policies related to children's rights and protections.(1, 8) Chaired by the Minister of Health and includes representatives from the Departments of Education, Crown Law, Community Affairs, Justice, Statistics, and Environment.(1, 8)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in Niue.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Niue.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor including its worst forms, in Niue (Table 4).

**Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Enact a labor law to include a minimum age for labor and hazardous work and ensure legal protection for working children.	2013
	Complete and adopt the list of hazardous activities prohibited for children under age 18.	2013
	Enact new legislation to protect children from commercial sexual exploitation, drug trafficking, and illicit activities.	2013

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# Norfolk Island

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*In 2013, Norfolk Island made no advancement in efforts to prevent the worst forms of child labor. Although no information suggests that the worst forms of child labor are a problem, gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. National legislation fails to prescribe a minimum age for employment, prohibit hazardous work for children, and fully protect minors under 18 from exploitation in prostitution, which leaves children vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




There is no evidence that children on Norfolk Island are engaged in the worst forms of child labor.(1, 2)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

According to the Government of Australia, the extent to which legislation, including laws implementing Australia's treaty obligations, applies to the external territories varies. In relation to Norfolk Island, legislation of the federal parliament applies only if it is expressly stated to do so or if it is obvious from the legislation in question that it was intended to do so.(3) The territory follows a combination of its own laws and some of the laws of Australia.

Evidence suggests that Australia's ratification of conventions applies to Norfolk Island (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

Norfolk Island is a self-governing territory of Australia, and the Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).(2)

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		Norfolk Island Employment Act of 1988 (1, 4)
Minimum Age for Hazardous Work	No		Norfolk Island Employment Act of 1988 (5)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Australia's Commonwealth Criminal Code Act of 1995, (applies to Norfolk Island); The Norfolk Island Criminal Code Act 2007 (5, 6)
Prohibition of Child Trafficking	Yes		Australia's Commonwealth Criminal Code Act of 1995 (applies to Norfolk Island); The Norfolk Island Criminal Code Act 2007 (5, 6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Australia's Commonwealth Criminal Code Act of 1995 (applies to Norfolk Island); The Norfolk Island Criminal Code Act 2007 (5, 6)
Prohibition of Using Children in Illicit Activities	Yes		The Norfolk Island Criminal Code Act 2007 (5, 6)
Minimum Age for Voluntary Military Service	Combat: Yes	18	Australian Defense Force (7-9)
	Non-Combat: Yes	17	

**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	15	Norfolk Island Education Act (1, 4)
Free Public Education	Yes		Norfolk Island Education Act (1, 4)

There is no minimum age for employment on Norfolk Island. Children younger than age 15, however, are subject to limitations under the Norfolk Island Employment Act of 1988.(1, 4) Children younger than age 15 may not work more than 20 hours a week, at night, or during school hours.(5) Parental consent and written agreement are required to employ persons younger than age 18.(5) Information is limited, but it does not appear that Norfolk Island has restrictions on hazardous child labor, and the Government has not developed a list of hazardous occupations prohibited to children. However, employers have a duty to provide a safe working environment as well as the required safety equipment and clothing, without any charge to their employees.(4)

The Criminal Law Amendment Act 1995 makes it illegal to employ a person younger than age 16 for the purposes of prostitution.(5) Therefore, the criminal laws fail to fully protect children ages 16 to 18 from prostitution. The Child Welfare Act of 2009, however, protects children under the age of 18 from sexual and financial exploitation by allowing officials to take children at risk of harm or injury into safe custody.(10-12)

In November 2012, the Government of Norfolk Island, through the Legal Service Unit, began preparing legislative amendments to address gaps in its legal framework to enhance protections for children vulnerable to exploitative labor. (1, 2, 11) Research indicates that such amendments have not yet been passed or implemented.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Employment inspectors and child welfare officers	Monitor the employment of young workers and take action with regard to their protection, including the production of child pornography.(4, 10, 11)
Australian Federal Police	Enforce criminal laws related to the worst forms of child labor.(5)
Australian Federal Police: Human Trafficking Teams	Investigate human trafficking for the purpose of transnational sexual and labor exploitation.(4)
Australian Federal Police: Child Protection Operations Team	Perform an investigative and coordination role for multijurisdictional and international child sex exploitation online, child sex tourism, and child pornography.(5, 13)

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a problem, Norfolk Island is included in Australia's Interdepartmental Committee on Human Trafficking to address child labor, including its worst forms (Table 4).

**Table 4. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Interdepartmental Committee on Human Trafficking	Chaired by the Attorney General's Department, deals with child labor issues from a trafficking perspective and consists of 10 government agencies including the Australian Federal Police, the Office for Women, the Department of Immigration and Border Protection, the Australian Crime Commission, the Department of Foreign Affairs and Trade, Fair Work Ombudsman, Fair Work Building and Construction, the Department of the Prime Minister and Cabinet, the Department of Education, and the Department of Employment.(2, 14)

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in Norfolk Island.

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Norfolk Island.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Norfolk Island (Table 5).

**Table 5. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish a legal minimum age for employment.	2010–2013
	Establish laws to prohibit children under age 18 from engaging in hazardous work.	2010–2013
	Amend the Criminal Law Amendment Act 1993 to protect all children younger than age 18 from prostitution.	2010–2013

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# Saint Helena, Ascension, and Tristan da Cunha

NON-INDEPENDENT COUNTRIES AND TERRITORIES

NO ADVANCEMENT

(formerly called Saint Helena)

*In 2013, Saint Helena, Ascension, and Tristan da Cunha made no advancement in efforts to prevent the worst forms of child labor. Although no information suggests that the worst forms of child labor are a problem, gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. The Government lacks legislation prescribing a minimum age for work, and it is unclear whether a list of hazardous occupations exists for children. It also is unclear whether laws exist regarding the use of children for drug trafficking or other illicit activities. These gaps may make children vulnerable to the worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor exists in Saint Helena, Ascension, and Tristan da Cunha.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK Law does not generally apply to OTs, unless explicitly extended.(2)

The following conventions have been extended to Saint Helena, Ascension, and Tristan da Cunha (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established a few relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	Yes	18	Welfare of Children Ordinance (1, 3)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Constitution Order 2009 (4)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: No	18	UK Armed Forces Act 2006 (2, 5-7)
	Non-Combat: Yes	16	

# Saint Helena, Ascension, and Tristan da Cunha

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

(formerly called Saint Helena)

**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	15 16	Saint Helena, Tristan da Cunha (8) Ascension (9)
Free Public Education	Yes		Constitution Order 2009 (4, 8, 9)

\* No conscription or no standing military.

The Government has no legal framework establishing a minimum age for work.(10) The Education Ordinance prohibits children of compulsory school age from working during school hours.(8) No information was found on whether the Government has developed a list of hazardous occupations prohibited to children.

No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under 18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.(2, 6, 7, 11)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms, in Saint Helena, Ascension, and Tristan da Cunha

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in Saint Helena, Ascension, and Tristan da Cunha.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor, in Saint Helena, Ascension, and Tristan da Cunha.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Saint Helena, Ascension, and Tristan da Cunha.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Saint Helena, Ascension, and Tristan da Cunha (Table 3).

**Table 3. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish a legal minimum age for work.	2012 – 2013
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2013
	Clarify whether the Government has developed a list of hazardous occupations prohibited to children.	2013

# Saint Helena, Ascension, and Tristan da Cunha

NON-INDEPENDENT COUNTRIES AND TERRITORIES

NO ADVANCEMENT

(formerly called Saint Helena)

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*For the 2013 reporting period, no assessment has been made regarding Tokelau's efforts to advance the prevention of the worst forms of child labor because 2013 is the first year suggested actions are included for Tokelau. While there is no evidence of a problem, it is unclear whether the Government has laws prescribing provisions against the worst forms of child labor.*




## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in Tokelau.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Tokelau is a dependent territory of New Zealand; however, international treaties are applied only with the consent of the Government of Tokelau.(1) New Zealand's ratification of conventions does not apply automatically to Tokelau (Table 1).(2, 3) It is unknown which international treaties Tokelau has consented to.

**Table 1. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

New Zealand's laws apply to Tokelau. However, they are implemented complementary to Tokelauan domestic law, which applies to the local level.(2) Research has not indicated whether domestic laws ensure that children under 18 are protected from child labor and its worst forms. There are no armed forces in Tokelau as New Zealand is responsible for Tokelau's defense (Table 2).(3)

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Unknown		
Minimum Age for Hazardous Work	Unknown		
List of Hazardous Occupations Prohibited for Children	Unknown		
Prohibition of Forced Labor	Unknown		
Prohibition of Child Trafficking	Unknown		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Tokelau Crimes, Procedures, and Evidence Rules Act of 2003 (4)
Prohibition of Using Children in Illicit Activities	Yes		Tokelau Crimes, Procedures, and Evidence Rules Act of 2003 (4)
Minimum Age for Voluntary Military Service	Yes	17	Minimum Entry Requirements- Army Generic Requirements for New Zealand (5)
Compulsory Education Age	Yes	16	Article 65 of the Tokelau Crimes, Procedures, and Evidence Rules 2003 (4, 6, 7)
Free Public Education	Yes		Government of Tokelau/Legislation name unknown (6, 7)

No information was found on whether the law establishes a minimum age for employment or engagement in hazardous work in Tokelau.

The Tokelau Crimes, Procedures, and Evidences Rules Act of 2003 prohibit prostitution and illicit activities; however, there is no information on age.(4) It is unknown whether or not children are protected from use in illicit activities or protected from all forms of commercial sexual exploitation.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms, in Tokelau.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms, in Tokelau.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in Tokelau.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Tokelau.

### VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, a suggested action is identified that would advance the continued prevention of child labor, including its worst forms, in Tokelau (Table 3).

**Table 3. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Clarify whether Tokelau has applicable laws to protect children under 18 against the worst forms of child labor.	2013

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# Turks and Caicos Islands

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*In 2013, the Turks and Caicos Islands (TCI) made no advancement in efforts to prevent the worst forms of child labor. Limited evidence suggests that the Islands' 2,000 undocumented children are vulnerable to commercial sexual exploitation as a result of human trafficking. The Government lacks a complete legal framework to prevent child labor, including its worst forms. During the reporting period, anti-trafficking legislation remained in draft form. TCI has not established a minimum age for performing hazardous work, leaving children under 18 vulnerable.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Limited evidence suggests that the Islands' 2,000 undocumented children are vulnerable to commercial sexual exploitation as a result of trafficking.(1, 2) Table 1 provides key indicators on children's work and education in Turks and Caicos Islands. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		91.8

Source for primary completion rate: Data from 2005, published by UNESCO Institute for Statistics, 2014.(3)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation and forced labor as a result of trafficking* (1, 2, 5, 6)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

TCI is a destination country for children trafficked for forced labor and commercial sexual exploitation. The Islands' 2,000 undocumented children are vulnerable to commercial sexual exploitation as a result of trafficking.(1) Limited evidence suggests that girls from the Dominican Republic are trafficked to TCI for commercial sexual exploitation.(6) Anecdotal information suggests that migrants from Haiti, the Dominican Republic, and Jamaica are trafficked to the Islands for commercial sexual exploitation and forced labor; however, it is unclear how many victims are children. Limited evidence suggests that commercial sexual exploitation occurs in bars and brothels in TCI.(1)

Undocumented children and their parents do not have birth certificates. Many undocumented children came to TCI from Haiti, especially after the 2010 hurricane. The TCI Human Rights Commission faces many challenges in obtaining more information on these children.(6)




The TCI Human Rights Commission found that many migrant children were not able to attend public schools due to the lack of space in schools.(6) The TCI Education Department has been tasked to review the problem and to work with Immigration and Border Control on expanding classroom sizes; however, no more information is available on the outcome of these efforts.(4)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (OTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK.(7, 8) They are self-governing, except in the areas of foreign affairs and defense. Domestic UK Law does not generally apply to OTs, unless explicitly extended.(9)

The following convention has been extended to the Turks and Caicos Islands (Table 3).

**Table 3. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Employment Ordinance (10)
Minimum Age for Hazardous Work	No		
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Turks and Caicos Islands Constitution Order 2011 (8)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		UK Armed Forces Act 2006 (11)
Minimum Age for Voluntary Military Service	Combat: Yes	18	UK Armed Forces Act 2006 (11)
	Non-Combat: Yes	16	
Compulsory Education Age	Yes	16	Education Ordinance (12)
Free Public Education	Yes		Education Ordinance (12)

\* No conscription or no standing military.

Research found no evidence of a minimum age for hazardous work or a comprehensive list prohibiting children from hazardous work.

Research also found no evidence on whether the Government has laws prohibiting the use of children for drug trafficking or other illicit activities. In addition, a child trafficking law remains in draft form, leaving victims of child sex trafficking unprotected.(1)

The UK Government has introduced systems to track ages and locations of individual soldiers, with the aim of preventing under-18s from being deployed into hostilities. Deployment of members of the armed forces who have not yet reached 18 years is permitted when there is a genuine need and the situation is urgent.(11, 13-15)

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is limited evidence of a problem, the Government has established an institutional mechanism for the enforcement of criminal laws for the Turks and Caicos Islands. The Government has not established institutional mechanisms for the enforcement of laws and regulations specific to child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Royal TCI Police Force (RTCIPF)	Enforce Islands' laws within its two divisions: criminal investigation and marine.(16, 17)
INTERPOL Manchester's Sub-bureau for TCI	Serve as the link between the RTCIPF and INTERPOL. Provide support to RTCIPF on investigations. (16)

In 2013, research could not determine whether law enforcement agencies in TCI took actions to investigate or enforce laws relating to child labor, including its worst forms.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has not established mechanisms to coordinate its efforts to address child labor, including its worst forms.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

There is limited evidence of a problem in TCI; therefore, it is unclear if the Government needs to develop policies to address child labor, including its worst forms.

In response to the USDOS 2013 Trafficking in Persons Report, the Government's Human Rights Commissioner expressed concern and paid attention to the issue of trafficking and undocumented children on the Islands. However, the report did not contain information on how this issue would be addressed, and research did not uncover any other policies or efforts.(5)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

Research found no evidence of social programs that include the goal of eliminating or preventing child labor, including its worst forms, in the Turks and Caicos Islands.

## VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the prevention of child labor, including its worst forms, in the Turks and Caicos Islands (Table 6).

**Table 6. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Establish a minimum age for hazardous work and a comprehensive list prohibiting children from hazardous work.	2011 – 2013
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011 – 2013
	Adopt draft law prohibiting child trafficking.	2013
Government Policies	Conduct research or a needs assessment to inform policies needed to address the worst forms of child labor, including the trafficking of children.	2013
Social Programs	Ensure that all children have access to education.	2013

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# Wallis and Futuna

NO ASSESSMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*For the 2013 reporting period, no assessment has been made regarding Wallis and Futuna's efforts to advance the prevention of the worst forms of child labor, because there is no evidence of a worst forms of child labor problem and the country has a good legal and enforcement framework on child labor.*




## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor exists in Wallis and Futuna.(1)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

Wallis and Futuna is considered a French “Overseas Collectivity.” As such, Wallis and Futuna cannot ratify international conventions; however, ratifications of such conventions by France apply to Wallis and Futuna.(2) (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

French law applies in Wallis and Futuna.(1, 3) The Government has established relevant laws and regulations related to child labor, including its worst forms (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Labor Code (1, 4)
Minimum Age for Hazardous Work	Yes	18	Labor Code (4, 5)
List of Hazardous Occupations Prohibited for Children	Yes		Labor Code (5); Decree No. 2013-915, Relative to work that is prohibited and regulated for young people less than 18 years (6)
Prohibition of Forced Labor	Yes		Penal Code (7)
Prohibition of Child Trafficking	Yes		Penal Code (4, 7)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Penal Code (7)
Prohibition of Using Children in Illicit Activities	Yes		Penal Code (7)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes	18	Defense Code (8, 9)
	Non-Combat: Yes	17	
Compulsory Education Age	Yes	16	Education Code (4, 10)
Free Public Education	Yes		Education Code (4, 10)

\* No conscription or no standing military.



### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor Inspectors	Enforce labor laws and report violations involving children to local social assistance personnel. Nominated to serve 2-year terms in Wallis and Futuna.(1)
Defender of Rights	Promote children's rights, including through the prohibition of child labor.(1)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for coordinating mechanisms to address child labor, including its worst forms.

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms, in Wallis and Futuna.

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms, in Wallis and Futuna.

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# West Bank and the Gaza Strip

MODERATE ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*In 2013, the Palestinian Authority (PA) made a moderate advancement in efforts to eliminate the worst forms of child labor in the areas of the West Bank under PA control. The PA established the National Committee on Child Labor to serve as a coordinating mechanism to combat the problem. It expanded the number of the country's Child Protection System Referral Networks (CPNs), which coordinate to protect vulnerable children such as those in child labor, from eight to 12 to cover each of the West Bank's 12 districts. Furthermore, the Ministry of Social Affairs continued to provide some assistance to low-income families with the goal of keeping children out of child labor. However, children in the West Bank and the Gaza Strip continue to engage in child labor in agriculture and street work. The PA legal framework does not include prohibitions against forced labor or trafficking. The PA continued to lack an adequate number of inspectors and child protection officers to enforce child labor laws. There is also no evidence of any targeted programs for children involved in child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the West Bank and the Gaza Strip are engaged in child labor in agriculture and street work.(1-4) Table 1 provides key indicators on children's work and education in the West Bank and the Gaza Strip. Data on some of these indicators are not available from the sources used in this report.

**Table 1. Statistics on Children's Work and Education**

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		90.2

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2014.(5)

Source for all other data: Understanding Children's Work Project's analysis, 2014.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

**Table 2. Overview of Children's Work by Sector and Activity**

Sector/Industry	Activity
Agriculture	Farming, including the production of dates,* peppers,* eggplant,* tomatoes,* and poultry* (1, 2, 4, 7-11)
	Fishing,* activities unknown (11)
Industry	Construction, including demolishing buildings and collecting pebbles and gravel for construction purposes* (1-4, 10-15)
	Manufacturing, activities unknown (1, 4, 9-11)
	Blacksmithing* (11)
Services	Street work, including street vending (1, 4, 9, 11)
	Portering* and trading (1, 11)
	Work in auto body shops and metal workshops* (10, 12, 16)
	Work in shops, restaurants, or hotels* (4, 9, 11)
	Transportation* (9)
Categorical Worst Forms of Child Labor‡	Collecting scrap metal and solid waste* (4, 9, 11)
	Used as combatants in relation to armed conflict* (4)
	Used to smuggle food and other goods, including through tunnels (1, 4, 9, 11)
	Forced labor in agriculture* and begging* as a result of trafficking (17, 18)

\* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182.

During the first half of 2013, children continued to be paid to smuggle goods through Gaza's tunnels but, after that point, most smuggling tunnels were closed.(4, 19) Although past reports have indicated children were used as human shields and informants, there were no such reports during 2013.(20)

# West Bank and the Gaza Strip

NON-INDEPENDENT COUNTRIES AND TERRITORIES




MODERATE ADVANCEMENT

The West Bank and the Gaza Strip lacks a sufficient number of schools to serve all children. Children often travel long and dangerous distances to attend schools, in some instances, because of Israeli restrictions on access and movement. (21, 22) Schools are also sometimes poorly equipped and unhygienic. (21, 22) Access to schools is also hindered by the violence perpetrated by both Israeli and Palestinian forces. During the first half of 2013, UNICEF reported 29 attacks on schools in the West Bank. (4)

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Palestinians have Non-Member Observer status at the UN. As such, the Palestinian Authority (PA) is not eligible to ratify UN and ILO conventions (Table 3). (19, 23)

**Table 3. Ratification of International Conventions on Child Labor**

	Convention	Ratification
	ILO C. 138, Minimum Age	N/A
	ILO C. 182, Worst Forms of Child Labor	N/A
	UN CRC	N/A
	UN CRC Optional Protocol on Armed Conflict	N/A
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A
	Palermo Protocol on Trafficking in Persons	N/A

No unified and comprehensive set of child labor and education laws exists for all of the West Bank and Gaza. Since the 2007 takeover in Gaza by Hamas, the PA has not had enforcement capabilities in the Gaza Strip. (4, 19) In the West Bank, under the terms of the Oslo-era agreements between the Palestine Liberation Organization and the Israeli Government, the PA has civil law jurisdiction in the areas of the West Bank designated Area A and Area B, which represent approximately 39 percent of the West Bank's land area and contain approximately 96 percent of the Palestinian population. In Area C, which represents 61 percent of the West Bank's land area and contains approximately 4 percent of the Palestinian population, the Israeli Government has control. (4, 9, 19, 25) This report discusses only the efforts of the PA in the areas it controlled in 2013 and early 2014. For more information, see the USDOS's 2013 Human Rights Report. (4)

The PA has established relevant laws and regulations related to child labor, including its worst forms (Table 4).

**Table 4. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 93 of the Unified Labor Law No. 7 of 2000 and Palestinian Child Law No. 7 of 2004 (26, 27)
Minimum Age for Hazardous Work	Yes	18	Article 95 of the Unified Labor Law No. 7 of 2000 (26)
List of Hazardous Occupations Prohibited for Children	Yes		Minister of Labor Decision No. 1 of 2004 (19)
Prohibition of Forced Labor	No		
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Palestinian Child Law No. 7 of 2004 and Jordanian Law No. 16 of 1960 (25, 27)
Prohibition of Using Children in Illicit Activities	Yes		Palestinian Child Law No. 7 of 2004 (27)

# West Bank and the Gaza Strip

MODERATE ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

**Table 4. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 1 of the Palestinian Child Law No. 7 of 2004 (27, 28)
Compulsory Education Age	Yes	16	Jordanian Education Law of 1964, Article 37 of the Palestinian Child Law No. 7 of 2004, and Basic Law (4, 25, 28)
Free Public Education	Yes		Article 37 of the Palestinian Child Law No. 7 of 2004 and Basic Law (25)

\* No conscription or no standing military.

Research found no evidence of legal prohibitions against forced labor or trafficking.(17, 27) Rather than applying higher penalties, Law No. 16 applies the same penalties for rape and sexual assault of children 15 through 17 years of age as it does for such crimes committed against adults.(29)

## III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

**Table 5. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Labor's (MOL) Inspection and Protection Administration	Enforce labor laws, including those on child labor.(17)
Ministry of Social Affairs (MOSA), Child Protection Department	Protect children's rights, including through the provision of services to children found in the worst forms of child labor.(25)
Police	Investigate violations of criminal laws including provisions against commercial sexual exploitation of children.(25)
Office of the Attorney General	Prosecute cases of child exploitation, including child labor.(25)
Child Protection System Referral Networks (CPNs)	Coordinate to protect vulnerable children, including those in child labor. Operate at a district level.(25, 30) MOSA, the police, the Attorney General, UNICEF, and NGOs make up the CPNs, which have specific annual work plans that guide their work with children affected by or at risk of exploitation and violence. The role of some agencies is to provide services to vulnerable children, while others ensure crimes against children are prosecuted in accordance with the law.(25, 30)

PA law enforcement agencies took actions to combat child labor, including its worst forms.

### *Labor Law Enforcement*

In 2013, the Ministry of Labor (MOL) employed 42 labor inspectors, 12 of whom are specifically assigned to monitor child labor conditions. Government officials describe the MOL as understaffed and in need of at least 300 labor inspectors in order to enforce labor laws, including those on child labor.(9, 31)

Government officials likewise describe Ministry of Social Affairs (MOSA) case workers as overburdened by a large case load and as lacking the resources needed to follow up on reported child labor violations.(9) As of December 2010, MOSA had fewer than 13 child protection social workers in the West Bank.(25) Research did not determine whether these numbers have changed. MOSA also does not have legal authority to enter homes, where child labor cases are reported to occur, to inspect for child labor.(25)

During the year, MOL inspectors and MOSA officers worked to raise awareness with business owners on minimum age requirements for work eligibility and the importance of keeping children away from dangerous machinery.(9) In 2013, the MOL and MOSA continued to encourage parents to send their children to school rather than work.(9)

MOL sent a small number of cases involving underaged children who were engaged in hazardous work to the Office of the Attorney General for prosecution.(4) However, no data were found on the number of child labor inspections conducted or the precise number of violations reported during the reporting period.(9)

## *Criminal Law Enforcement*

In 2013, CPNs were created in the remaining four districts of the West Bank not previously covered, so that all 12 districts now have such networks.(9, 30) No further information was found on investigations of criminal worst forms of child labor.

## IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The PA has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

**Table 6. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
National Committee on Child Labor	Create national policy on child labor. Led by the MOL, and includes representatives from the MOSA, the Ministry of Education, Ministry of Health, Ministry of Justice, and other ministries; as well as the ILO, UNICEF, and Save the Children, among others.(9)

In November 2013, the PA Cabinet formed the National Committee on Child Labor. The Committee held two meetings in 2013 and finalized a MOU among the government ministries making up the Committee.(9)

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Some reports indicate that, during 2012, the PA developed and updated a national plan of action on children and that, during 2013, the National Committee on Child Labor was created to begin developing a national child labor policy.(9, 30) Research found no evidence that either policy was adopted during the reporting period, nor did it find evidence of any other policies to address child labor, including its worst forms.(9)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the PA funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 7).

**Table 7. Social Programs to Address Child Labor**

Program	Description
MOSA social protection programs*‡	MOSA programs that provide cash assistance, health insurance, and free education.(9, 30) Families are assessed for eligibility; one of the goals is to prevent families from resorting to child labor. MOSA and the Ministry of Education (MOE) also make efforts to ensure that children who have dropped out are sent back to school.(30)
MOSA vocational centers*‡	MOSA program that operates eight vocational centers for children who have dropped out of school. These centers have been integrated into the CPN system.(9, 28)
Palestinian Child Protection Helpline 121	Save the Children Sweden-funded program implemented by Together ( <i>Sawa</i> ), a civil society organization, that supports a Child Protection Helpline 121.(32, 33) Provides free support and counseling to children and adolescents to protect them from abuse, neglect, violence, and exploitation. Government officials work with the Helpline to provide services to victims.(32, 33)
UN Relief and Works Agency programs*	UN-funded programs that support education for children and youth in refugee camps in the West Bank and provide microfinance and other forms of support to families.(34)
Water, Sanitation and Hygiene (WASH) in Schools*	UNICEF-supported project that aims to improve water, sanitation, and health facilities in schools in the West Bank.(34)

\* The impact of this program on child labor does not appear to have been studied.

‡ Program is partially funded by the PA.

In 2010, MOSA's vocational centers were criticized in the PA's report to the CRC as outdated, poorly resourced, and ineffective.(25) In 2013, PA officials solicited additional support to expand vocational programs for youth, but research did not determine whether such funding was received.(28)



# West Bank and the Gaza Strip

MODERATE ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

From late 2012 until March 2013, Israel irregularly transferred the PA's customs and Value Added Tax (VAT) revenues collected on imported goods destined for the West Bank and Gaza via Israeli points of entry. This lack of predictable revenue negatively impacted the PA's ability to implement social protection efforts, including those to combat child labor, in early 2013.(17, 19, 35) Israel announced the normal resumption of these revenue transfers on March 25, 2013.(35) This revenue represents 70 percent of the PA's domestic revenue, and forms a significant part of the resources available for salaries and social protection program transfers.(19)

Despite the above efforts, there are no programs in the West Bank and the Gaza Strip to address specifically child labor in agriculture and street work.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the West Bank and the Gaza Strip (Table 8).

**Table 8. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Suggested
Laws	Amend the law, possibly through establishing a united criminal code, to expressly prohibit forced and compulsory labor as well as trafficking.	2009 – 2013
	Apply higher penalties for rape and sexual assault of 15 through 17-year-old children than for similar crimes against adults.	2013
	Empower government officials to inspect homes for cases of the worst forms of child labor.	2013
Enforcement	Provide sufficient resources and staff to the MOL and the MOSA to enforce child labor laws adequately.	2010 – 2013
	Collect and make publicly available more complete data on the enforcement of laws on child labor.	2010 – 2013
	Collect and make publicly available current data on the steps being taken to enforce criminal laws against the worst forms of child labor.	2010 – 2013
Government Policies	Establish a new children's policy that includes provisions to protect children from the worst forms of child labor.	2012 – 2013
Social Programs	Conduct research to determine the activities carried out by children working in fishing and manufacturing to inform policies and programs.	2013
	Improve educational access by addressing violence aimed at schools and by increasing the number of well-equipped and hygienic schools available for students, including through programs like WASH in schools.	2011 – 2013
	Research the impact of PA social protection and education programs on the worst forms of child labor.	2012 – 2013
	Update, expand, and increase the resources for programs such as the vocational training centers, and create programs to combat child labor in agriculture and street work.	2010 – 2013

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# Western Sahara

MODERATE ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

*In 2013, Morocco, which controls most of the territory of Western Sahara, made a moderate advancement in efforts to eliminate the worst forms of child labor in Western Sahara. The Government of Morocco initiated its Integrated Public Policy on the Protection of Children, a key phase of its National Plan of Action for Children. The Government continued to invest in education in the region through the Tayssir cash assistance program and to extend services provided by the second phase National Initiative for Human Development Support Project to Western Sahara. However, evidence suggests that children continue to engage in child labor. The Government of Morocco lacks a national coordinating mechanism to combat all worst forms of child labor.*

## I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Limited evidence suggests that children in Western Sahara are engaged in child labor.(1) In general, there has been a lack of research to understand the extent of child labor in Western Sahara.




Data on key indicators on children's work and education are not available from the sources used in this report.

## II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

The Moroccan-controlled territory of Western Sahara is subject to Moroccan laws.(2) The Popular Front for the Liberation of the Polisario Front, a Sahrawi national liberation movement, controls 15 percent of the territory, and information on the laws applicable in this area is unavailable.(1, 3, 4)

Morocco has ratified all key international conventions concerning child labor and those conventions extend to the areas in the Western Sahara administered by the Moroccan government (Table 1).

**Table 1. Ratification of International Conventions on Child Labor**

Convention		Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government of Morocco has established relevant laws and regulations related to child labor that extend to Western Sahara (Table 2).

**Table 2. Laws and Regulations Related to Child Labor**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 143 of the Labor Code of 2004 (5)
Minimum Age for Hazardous Work	Yes	18	Article 147 of the Labor Code of 2004 (5)
List of Hazardous Occupations Prohibited for Children	Yes		Hazardous Child Labor List; Decree no. 2-10-183 (6-8)
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code of 2004 (5, 9)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 503 of the Penal Code (9)
Prohibition of Using Children in Illicit Activities	Yes		Hazardous Child Labor List; Decree no. 2-10-183 (6-8)

**Table 2. Laws and Regulations Related to Child Labor (cont)**

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Royal Decree of 9 June 1996 (10)
Compulsory Education Age	Yes	15	Law No. 04-00 (11)
Free Public Education	Yes		Law No. 04-00 (11)

\* No conscription or no standing military.

Children in the informal sector do not have the same legal protections as children working in the formal sector. The Labor Code does not apply to those who are self-employed, work in private residences (including domestic workers), or work in traditional artisan or handicraft sectors for businesses with fewer than five employees, which leaves children working in these sectors unprotected by the law.(5, 12, 13)

The Labor Code allows children under the age of 15 to perform certain types of agricultural work and children ages 16 and 17 to perform agricultural work at night, potentially exposing children involved in this exempted agricultural work to hazardous labor.(5)

The Labor Code's prescribed penalties for employing children younger than age 18 in hazardous work include fines or jail time between 6 days and three months. The ILO Committee of Experts notes that the fines imposed on companies for employing children are inadequate to act as an effective deterrent.(13).

The Government participated in two workshops during the reporting period to draft additional trafficking provisions in the Penal Code that would add further protections for victims of human trafficking.(2)

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government of Morocco has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms that extend to Western Sahara (Table 3).

**Table 3. Agencies Responsible for Child Labor Law Enforcement**

Organization/Agency	Role
Ministry of Employment and Social Affairs' (MOESA) Child Labor Task Force	Enforce child labor laws and oversees programs on child labor. Employ labor inspectors in 51 sectors nationwide; one inspector in each sector is dedicated to child labor.(2, 14)
The Ministry of the Interior	Enforce prohibitions on prostitution and other exploitive crimes involving minors as established in the Penal Code.(14)
Ministry of Justice (MOJ)	Prosecute criminal offenses against children, such as commercial sexual exploitation and child trafficking.(14)
MOJ's Child Labor Units	Process cases involving women and children once in the court system.(2)

Law enforcement statistics do not specify the specific region in which actions were taken to combat child labor, including in its worst forms. Therefore it cannot be determined which actions were conducted specifically in Western Sahara.

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 4).

**Table 4. Mechanisms to Coordinate Government Efforts on Child Labor**

Coordinating Body	Role & Description
Ministry of Solidarity, Women, Family and Social Development (MSWFSD)	Coordinate the implementation of the National Plan of Action for Children (PANE) (2006–2015). Establish continuity of child protection efforts, increase access to education and eliminate child labor. (14, 15)
The National Observatory for Children's Rights	Register complaints related to child welfare and refer them to the labor inspectorate units and to the general law enforcement officials. Operate a toll-free telephone number available to child victims of violence, including commercial sexual exploitation. Operate specific units for women and children victims of violence in hospitals.(2) Operate 75 Child Reception Centers that provide services to child victims of violence, sexual abuse, or neglect.(16)
MOESA, Office for the Fight Against Child Labor	Provide some guidance and limited funding to NGOs working against child labor.(2)

Although the Government has a mechanism to coordinate its anti-trafficking efforts, it does not have a body to coordinate nationwide efforts to combat other forms of child labor.

## V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Morocco has established policies related to child labor, including its worst forms that extend to Western Sahara (Table 5).

**Table 5. Policies Related to Child Labor**

Policy	Description
MSWFSD's National Plan of Action for Children (PANE)* †	Establishes policies that promote children's health, protection, civic participation, and education. Supported by UNICEF.(14, 15) Promotes the Integrated Public Policy on the Protection of Children, an interdisciplinary approach to: analyze the scope of services that prohibit, prevent, and respond to abuse, exploitation, and violence against children; and define responsibilities by coordinating mechanisms to improve access, regional coverage, and impact of services.(2)
United Nations Development Assistance Framework (UNDAF)	Addresses education, health, and socio-economic development in an effort to alleviate poverty. Plan includes a focus on equal access to education for vulnerable children.(18)

\* The impact of this policy on child labor does not appear to have been studied.

† Policy was launched during the reporting period.

During the reporting period, progress on the legislative and institutional front was slowed due to the breakup of the governing coalition and related ministry restructuring.(2)

## VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2013, the Government of Morocco funded and participated in programs that include the goal of eliminating or preventing child labor, including in its worst forms that extend to Western Sahara (Table 6).

**Table 6. Social Programs to Address Child Labor**

Program	Description
National Initiative for Human Development Support Project Phase II (INDH2)*	\$100 million World Bank-funded Government program that increases access to basic services, such as schools; provides enhanced income-earning opportunities, such as micro-credit for women; and supports improved participation at the local level, to assure sustainability.(19) Western Sahara receives more funding per capita under the INHD program than does Morocco proper.(20, 21)
Tayssir Conditional Cash Transfer Program*‡	Ministry of National Education and Vocational Training (MONEVT) program that provides direct cash transfers, between \$7 and \$16 a month, to qualifying families provided the children meet school attendance criteria. Aims to increase school enrollment and reduce dropout rates, particularly in rural areas.(14, 22-24)
National Vocational Programs*‡	MONEVT program that provides education and training and specific programs that address factors that contribute to the reduction of child labor.(2)
Non-formal education programs*‡	MONEVT program that offers vocational training and alternative education programs to assist school dropouts to re-enroll in school. Has enrolled a number of working children, including child domestics. During the 2012/2013 school year, 63,488 children enrolled, of whom 30,282 were girls.(16)
Social Welfare Program*	Part of the UNDAF, addresses education, including equal access to education, especially for vulnerable children. Also addresses health and socio-economic development of children.(2)



**Table 6. Social Programs to Address Child Labor (cont)**

Program	Description
High Commission for Planning	A division of the Minister of Planning and Development of the National Territory that conducts annual labor surveys, which include the collection of data on the number of children younger than age 15 who work.(25-27)

\*The impact of this program on child labor does not appear to have been studied.

‡ Program is funded by the Government of Morocco.

## VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Western Sahara (Table 7).

**Table 7. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms**

Area	Suggested Action	Year(s) Recommended
Laws	Approve legislation to prohibit children under the legal working age from employment in the handicraft sector and to regulate apprenticeships in traditional sectors.	2009 – 2013
	Ensure that relevant child labor laws and regulations apply equally to children working in the formal and informal sectors.	2013
	Amend legislation to increase the penalties for those who employ children under age 18 in hazardous work.	2012 – 2013
Enforcement	Disaggregate enforcement data for Western Sahara and publish information on the number of investigations and prosecutions and the amount of penalties imposed for violations of child labor and child exploitation laws.	2013
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2012 – 2013
	Conduct a needs assessment to determine the extent of child labor in Western Sahara.	2013
Policies	Conduct study to measure the impact of previous education plans and the impact of PANE in Western Sahara.	2013
Social Programs	Assess the impact that existing programs may have on child labor.	2013

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# Part **7** Appendices



Kids walk the streets, Nairobi, Kenya

# Appendix I

## COUNTRY ASSESSMENTS *By Assessment*

COUNTRY	REGION	ASSESSMENT
<b>SIGNIFICANT ADVANCEMENT</b>		
Albania	EUR	Significant Advancement
Brazil	WHA	Significant Advancement
Chile	WHA	Significant Advancement
Colombia	WHA	Significant Advancement
Costa Rica	WHA	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Ecuador	WHA	Significant Advancement
El Salvador	WHA	Significant Advancement
Peru	WHA	Significant Advancement
Philippines	EAP	Significant Advancement
South Africa	AF	Significant Advancement
Tunisia	NEA	Significant Advancement
Uganda	AF	Significant Advancement
<b>MODERATE ADVANCEMENT</b>		
Afghanistan	SCA	Moderate Advancement
Angola	AF	Moderate Advancement
Argentina	WHA	Moderate Advancement
Armenia	EUR	Moderate Advancement
Azerbaijan	EUR	Moderate Advancement
Bangladesh	SCA	Moderate Advancement
Belize	WHA	Moderate Advancement
Benin	AF	Moderate Advancement
Bolivia	WHA	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Burkina Faso	AF	Moderate Advancement
Burundi	AF	Moderate Advancement
Cambodia	EAP	Moderate Advancement
Cameroon	AF	Moderate Advancement
Chad	AF	Moderate Advancement
Egypt	NEA	Moderate Advancement
Ethiopia	AF	Moderate Advancement
Fiji	EAP	Moderate Advancement
Gabon	AF	Moderate Advancement
Gambia	AF	Moderate Advancement
Georgia	EUR	Moderate Advancement
Ghana	AF	Moderate Advancement
Gibraltar	EUR	Moderate Advancement
Grenada	WHA	Moderate Advancement
Guatemala	WHA	Moderate Advancement
Guinea	AF	Moderate Advancement
Guyana	WHA	Moderate Advancement
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Indonesia	EAP	Moderate Advancement
Jamaica	WHA	Moderate Advancement
Jordan	NEA	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
Kenya	AF	Moderate Advancement
Kiribati	EAP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lebanon	NEA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	SCA	Moderate Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Moderate Advancement
Mauritius	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Mongolia	EAP	Moderate Advancement
Montenegro	EUR	Moderate Advancement
Morocco	NEA	Moderate Advancement
Nepal	SCA	Moderate Advancement
Nicaragua	WHA	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Pakistan	SCA	Moderate Advancement
Panama	WHA	Moderate Advancement
Paraguay	WHA	Moderate Advancement
Russia	EUR	Moderate Advancement
Saint Lucia	WHA	Moderate Advancement
Samoa	EAP	Moderate Advancement
Senegal	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
Sri Lanka	SCA	Moderate Advancement
Suriname	WHA	Moderate Advancement
Tanzania	AF	Moderate Advancement
Thailand	EAP	Moderate Advancement
Trinidad & Tobago	WHA	Moderate Advancement
Turkey	EUR	Moderate Advancement
Ukraine	EUR	Moderate Advancement
West Bank and the Gaza Strip	NEA	Moderate Advancement
Western Sahara	NEA	Moderate Advancement
Zambia	AF	Moderate Advancement
<b>MINIMAL ADVANCEMENT</b>		
Algeria	NEA	Minimal Advancement
Anguilla	EUR	Minimal Advancement
Bahrain	NEA	Minimal Advancement
Barbados	WHA	Minimal Advancement
Bhutan	SCA	Minimal Advancement
Botswana	AF	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Cabo Verde	AF	Minimal Advancement
Comoros	AF	Minimal Advancement
Congo, Rep of	AF	Minimal Advancement
Djibouti	AF	Minimal Advancement
Dominica	WHA	Minimal Advancement
Dominican Republic	WHA	Minimal Advancement
Guinea-Bissau	AF	Minimal Advancement
Haiti	WHA	Minimal Advancement
Iraq	NEA	Minimal Advancement
Kazakhstan	SCA	Minimal Advancement
Mozambique	AF	Minimal Advancement
Namibia	AF	Minimal Advancement
Oman	NEA	Minimal Advancement
Papua New Guinea	EAP	Minimal Advancement
Rwanda	AF	Minimal Advancement
Saint Kitts and Nevis	WHA	Minimal Advancement
Saint Vincent & the Grenadines	WHA	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement
Serbia	EUR	Minimal Advancement
Seychelles	AF	Minimal Advancement
Solomon Islands	EAP	Minimal Advancement
Somalia	AF	Minimal Advancement
South Sudan	AF	Minimal Advancement
Swaziland	AF	Minimal Advancement
Timor-Leste	EAP	Minimal Advancement
Togo	AF	Minimal Advancement
Tonga	EAP	Minimal Advancement
Tuvalu	EAP	Minimal Advancement
Uruguay	WHA	Minimal Advancement
Yemen	NEA	Minimal Advancement
Zimbabwe	AF	Minimal Advancement
NO ADVANCEMENT		
British Virgin Islands	EUR	No Advancement
Central African Republic	AF	No Advancement
Congo, Dem Rep of	AF	No Advancement
Cook Islands	EAP	No Advancement
Eritrea	AF	No Advancement
Falkland Islands (Islas Malvinas)	EUR	No Advancement
Montserrat	EUR	No Advancement
Norfolk Island	EAP	No Advancement

COUNTRY	REGION	ASSESSMENT
Saint Helena, Ascension and Tristan da Cunha	EUR	No Advancement
Turks and Caicos Islands	EUR	No Advancement
Uzbekistan	SCA	No Advancement
Vanuatu	EAP	No Advancement
Venezuela	WHA	No Advancement
NO ASSESSMENT		
British Indian Ocean Territory	EUR	No Assessment
Christmas Island	EAP	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment
Heard Island and McDonald Islands	EAP	No Assessment
Niue	EAP	No Assessment
Pitcairn Islands	EUR	No Assessment
Tokelau	EAP	No Assessment
Wallis and Futuna	EAP	No Assessment

### KEY:

**AF:** Africa (Sub-Saharan)

**EAP:** East Asia & the Pacific

**EUR:** Europe & Eurasia

**NEA:** Near East (North Africa & the Middle East)

**SCA:** South & Central Asia

**WHA:** Western Hemisphere (Latin America & the Caribbean)

**Source:** U.S. Department of Labor



# Appendix I

## COUNTRY ASSESSMENTS *By Country*

COUNTRY	REGION	ASSESSMENT
Afghanistan	SCA	Moderate Advancement
Albania	EUR	Significant Advancement
Algeria	NEA	Minimal Advancement
Angola	AF	Moderate Advancement
Anguilla	EUR	Minimal Advancement
Argentina	WHA	Moderate Advancement
Armenia	EUR	Moderate Advancement
Azerbaijan	EUR	Moderate Advancement
Bahrain	NEA	Minimal Advancement
Bangladesh	SCA	Moderate Advancement
Barbados	WHA	Minimal Advancement
Belize	WHA	Moderate Advancement
Benin	AF	Moderate Advancement
Bhutan	SCA	Minimal Advancement
Bolivia	WHA	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Botswana	AF	Minimal Advancement
Brazil	WHA	Significant Advancement
British Indian Ocean Territory	EUR	No Assessment
British Virgin Islands	EUR	No Advancement
Burkina Faso	AF	Moderate Advancement
Burundi	AF	Moderate Advancement
Cabo Verde	AF	Minimal Advancement
Cambodia	EAP	Moderate Advancement
Cameroon	AF	Moderate Advancement
Central African Republic	AF	No Advancement
Chad	AF	Moderate Advancement
Chile	WHA	Significant Advancement
Christmas Island	EAP	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment
Colombia	WHA	Significant Advancement
Comoros	AF	Minimal Advancement
Congo, Dem Rep of	AF	No Advancement
Congo, Rep of	AF	Minimal Advancement
Cook Islands	EAP	No Advancement
Costa Rica	WHA	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Djibouti	AF	Minimal Advancement
Dominica	WHA	Minimal Advancement
Dominican Republic	WHA	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Ecuador	WHA	Significant Advancement
Egypt	NEA	Moderate Advancement
El Salvador	WHA	Significant Advancement
Eritrea	AF	No Advancement
Ethiopia	AF	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	No Advancement
Fiji	EAP	Moderate Advancement
Gabon	AF	Moderate Advancement
Gambia	AF	Moderate Advancement
Georgia	EUR	Moderate Advancement
Ghana	AF	Moderate Advancement
Gibraltar	EUR	Moderate Advancement
Grenada	WHA	Moderate Advancement
Guatemala	WHA	Moderate Advancement
Guinea	AF	Moderate Advancement
Guinea-Bissau	AF	Minimal Advancement
Guyana	WHA	Moderate Advancement
Haiti	WHA	Minimal Advancement
Heard & McDonald Islands	EAP	No Assessment
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Indonesia	EAP	Moderate Advancement
Iraq	NEA	Minimal Advancement
Jamaica	WHA	Moderate Advancement
Jordan	NEA	Moderate Advancement
Kazakhstan	SCA	Minimal Advancement
Kenya	AF	Moderate Advancement
Kiribati	EAP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lebanon	NEA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	SCA	Moderate Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Moderate Advancement
Mauritius	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Mongolia	EAP	Moderate Advancement

# Appendix I

## COUNTRY ASSESSMENTS *By Country*

COUNTRY	REGION	ASSESSMENT
Montenegro	EUR	Moderate Advancement
Montserrat	EUR	No Advancement
Morocco	NEA	Moderate Advancement
Mozambique	AF	Minimal Advancement
Namibia	AF	Minimal Advancement
Nepal	SCA	Moderate Advancement
Nicaragua	WHA	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Niue	EAP	No Assessment
Norfolk Island	EAP	No Advancement
Oman	NEA	Minimal Advancement
Pakistan	SCA	Moderate Advancement
Panama	WHA	Moderate Advancement
Papua New Guinea	EAP	Minimal Advancement
Paraguay	WHA	Moderate Advancement
Peru	WHA	Significant Advancement
Philippines	EAP	Significant Advancement
Pitcairn Islands	EUR	No Assessment
Russia	EUR	Moderate Advancement
Rwanda	AF	Minimal Advancement
Saint Helena, Ascension and Tristan da Cunha	EUR	No Advancement
Saint Kitts and Nevis	WHA	Minimal Advancement
Saint Lucia	WHA	Moderate Advancement
Saint Vincent & the Grenadines	WHA	Minimal Advancement
Samoa	EAP	Moderate Advancement
São Tomé and Príncipe	AF	Minimal Advancement
Senegal	AF	Moderate Advancement
Serbia	EUR	Minimal Advancement
Seychelles	AF	Minimal Advancement
Sierra Leone	AF	Moderate Advancement
Solomon Islands	EAP	Minimal Advancement
Somalia	AF	Minimal Advancement
South Africa	AF	Significant Advancement
South Sudan	AF	Minimal Advancement
Sri Lanka	SCA	Moderate Advancement
Suriname	WHA	Moderate Advancement
Swaziland	AF	Minimal Advancement
Tanzania	AF	Moderate Advancement
Thailand	EAP	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
Timor-Leste	EAP	Minimal Advancement
Togo	AF	Minimal Advancement
Tokelau	EAP	No Assessment
Tonga	EAP	Minimal Advancement
Trinidad & Tobago	WHA	Moderate Advancement
Tunisia	NEA	Significant Advancement
Turkey	EUR	Moderate Advancement
Turks and Caicos Islands	EUR	No Advancement
Tuvalu	EAP	Minimal Advancement
Uganda	AF	Significant Advancement
Ukraine	EUR	Moderate Advancement
Uruguay	WHA	Minimal Advancement
Uzbekistan	SCA	No Advancement
Vanuatu	EAP	No Advancement
Venezuela	WHA	No Advancement
Wallis and Futuna	EAP	No Assessment
West Bank and the Gaza Strip	NEA	Moderate Advancement
Western Sahara	NEA	Moderate Advancement
Yemen	NEA	Minimal Advancement
Zambia	AF	Moderate Advancement
Zimbabwe	AF	Minimal Advancement

### KEY:

**AF:** Africa (Sub-Saharan)

**EAP:** East Asia & the Pacific

**EUR:** Europe & Eurasia

**NEA:** Near East (North Africa & the Middle East)

**SCA:** South & Central Asia

**WHA:** Western Hemisphere (Latin America & the Caribbean)

**Source:** U.S. Department of Labor

# Appendix I

## CHANGE IN ASSESSMENTS FROM 2012 TO 2013, *By Country*

COUNTRY	REGION	2012 ASSESSMENT	2013 ASSESSMENT
Afghanistan	SCA	Minimal Advancement	Moderate Advancement
Albania	EUR	Moderate Advancement	Significant Advancement
Algeria	NEA	No Advancement	Minimal Advancement
Angola	AF	Minimal Advancement	Moderate Advancement
Anguilla	EUR	Minimal Advancement	Minimal Advancement
Argentina	WHA	Moderate Advancement	Moderate Advancement
Armenia	EUR	Moderate Advancement	Moderate Advancement
Azerbaijan	EUR	Moderate Advancement	Moderate Advancement
Bahrain	NEA	Minimal Advancement	Minimal Advancement
Bangladesh	SCA	Moderate Advancement	Moderate Advancement
Barbados	WHA	Minimal Advancement	Minimal Advancement
Belize	WHA	Moderate Advancement	Moderate Advancement
Benin	AF	Moderate Advancement	Moderate Advancement
Bhutan	SCA	No Advancement	Minimal Advancement
Bolivia	WHA	Moderate Advancement	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement	Moderate Advancement
Botswana	AF	Moderate Advancement	Minimal Advancement
Brazil	WHA	Significant Advancement	Significant Advancement
British Indian Ocean Territory	EUR	No Assessment	No Assessment
British Virgin Islands	EUR	No Assessment	No Advancement
Burkina Faso	AF	Moderate Advancement	Moderate Advancement
Burundi	AF	Minimal Advancement	Moderate Advancement
Cabo Verde	AF	Moderate Advancement	Minimal Advancement
Cambodia	EAP	Moderate Advancement	Moderate Advancement
Cameroon	AF	Minimal Advancement	Moderate Advancement
Central African Republic	AF	Minimal Advancement	No Advancement
Chad	AF	Minimal Advancement	Moderate Advancement
Chile	WHA	Significant Advancement	Significant Advancement
Christmas Island	EAP	No Assessment	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment	No Assessment
Colombia	WHA	Significant Advancement	Significant Advancement
Comoros	AF	Moderate Advancement	Minimal Advancement
Congo, Dem Rep of	AF	No Advancement	No Advancement
Congo, Rep of	AF	Minimal Advancement	Minimal Advancement
Cook Islands	EAP	Moderate Advancement	No Advancement
Costa Rica	WHA	Moderate Advancement	Significant Advancement
Côte d'Ivoire	AF	Moderate Advancement	Significant Advancement
Djibouti	AF	No Advancement	Minimal Advancement
Dominica	WHA	No Advancement	Minimal Advancement
Dominican Republic	WHA	Minimal Advancement	Minimal Advancement
Ecuador	WHA	Significant Advancement	Significant Advancement
Egypt	NEA	Moderate Advancement	Moderate Advancement
El Salvador	WHA	Moderate Advancement	Significant Advancement

COUNTRY	REGION	2012 ASSESSMENT	2013 ASSESSMENT
Eritrea	AF	No Advancement	No Advancement
Ethiopia	AF	Significant Advancement	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	No Assessment	No Advancement
Fiji	EAP	Minimal Advancement	Moderate Advancement
Gabon	AF	Minimal Advancement	Moderate Advancement
Gambia	AF	Moderate Advancement	Moderate Advancement
Georgia	EUR	Moderate Advancement	Moderate Advancement
Ghana	AF	Moderate Advancement	Moderate Advancement
Gibraltar	EUR	Significant Advancement	Moderate Advancement
Grenada	WHA	Moderate Advancement	Moderate Advancement
Guatemala	WHA	Moderate Advancement	Moderate Advancement
Guinea	AF	Minimal Advancement	Moderate Advancement
Guinea-Bissau	AF	Minimal Advancement	Minimal Advancement
Guyana	WHA	Minimal Advancement	Moderate Advancement
Haiti	WHA	Moderate Advancement	Minimal Advancement
Heard Island and McDonald Islands	EAP	No Assessment	No Assessment
Honduras	WHA	Moderate Advancement	Moderate Advancement
India	SCA	Moderate Advancement	Moderate Advancement
Indonesia	EAP	Significant Advancement	Moderate Advancement
Iraq	NEA	Minimal Advancement	Minimal Advancement
Jamaica	WHA	Moderate Advancement	Moderate Advancement
Jordan	NEA	Moderate Advancement	Moderate Advancement
Kazakhstan	SCA	Moderate Advancement	Minimal Advancement
Kenya	AF	Moderate Advancement	Moderate Advancement
Kiribati	EAP	Moderate Advancement	Moderate Advancement
Kosovo	EUR	Moderate Advancement	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement	Moderate Advancement
Lebanon	NEA	Moderate Advancement	Moderate Advancement
Lesotho	AF	Moderate Advancement	Moderate Advancement
Liberia	AF	Moderate Advancement	Moderate Advancement
Macedonia	EUR	Moderate Advancement	Moderate Advancement
Madagascar	AF	Minimal Advancement	Moderate Advancement
Malawi	AF	Moderate Advancement	Moderate Advancement
Maldives	SCA	Moderate Advancement	Moderate Advancement
Mali	AF	Minimal Advancement	Moderate Advancement
Mauritania	AF	Minimal Advancement	Moderate Advancement
Mauritius	AF	Minimal Advancement	Moderate Advancement
Moldova	EUR	Moderate Advancement	Moderate Advancement
Mongolia	EAP	Minimal Advancement	Moderate Advancement
Montenegro	EUR	Moderate Advancement	Moderate Advancement
Montserrat	EUR	No Advancement	No Advancement
Morocco	NEA	Moderate Advancement	Moderate Advancement
Mozambique	AF	Minimal Advancement	Minimal Advancement

# Appendix I

## CHANGE IN ASSESSMENTS FROM 2012 TO 2013, *By Country*

COUNTRY	REGION	2012 ASSESSMENT	2013 ASSESSMENT
Namibia	AF	Moderate Advancement	Minimal Advancement
Nepal	SCA	Minimal Advancement	Moderate Advancement
Nicaragua	WHA	Moderate Advancement	Moderate Advancement
Niger	AF	Moderate Advancement	Moderate Advancement
Nigeria	AF	Minimal Advancement	Moderate Advancement
Niue	EAP	No Assessment	No Assessment
Norfolk Island	EAP	Minimal Advancement	No Advancement
Oman	NEA	No Advancement	Minimal Advancement
Pakistan	SCA	Moderate Advancement	Moderate Advancement
Panama	WHA	Moderate Advancement	Moderate Advancement
Papua New Guinea	EAP	Moderate Advancement	Minimal Advancement
Paraguay	WHA	Moderate Advancement	Moderate Advancement
Peru	WHA	Significant Advancement	Significant Advancement
Philippines	EAP	Significant Advancement	Significant Advancement
Pitcairn Islands	EUR	No Assessment	No Assessment
Russia	EUR	Minimal Advancement	Moderate Advancement
Rwanda	AF	Minimal Advancement	Minimal Advancement
Saint Helena, Ascension and Tristan da Cunha	EUR	No Assessment	No Advancement
Saint Kitts & Nevis	WHA	Moderate Advancement	Minimal Advancement
Saint Lucia	WHA	Minimal Advancement	Moderate Advancement
Saint Vincent & the Grenadines	WHA	Minimal Advancement	Minimal Advancement
Samoa	EAP	No Advancement	Moderate Advancement
São Tomé and Príncipe	AF	Minimal Advancement	Minimal Advancement
Senegal	AF	Minimal Advancement	Moderate Advancement
Serbia	EUR	Minimal Advancement	Minimal Advancement
Seychelles	AF	Moderate Advancement	Mo Advancement
Sierra Leone	AF	Moderate Advancement	Moderate Advancement
Solomon Islands	EAP	Minimal Advancement	Minimal Advancement
Somalia	AF	Minimal Advancement	Minimal Advancement
South Africa	AF	Moderate Advancement	Significant Advancement
South Sudan	AF	No Assessment	Minimal Advancement
Sri Lanka	SCA	Minimal Advancement	Moderate Advancement
Suriname	WHA	Moderate Advancement	Moderate Advancement
Swaziland	AF	Moderate Advancement	Minimal Advancement
Tanzania	AF	Moderate Advancement	Moderate Advancement
Thailand	EAP	Significant Advancement	Moderate Advancement
Timor-Leste	EAP	Moderate Advancement	Minimal Advancement
Togo	AF	Minimal Advancement	Minimal Advancement
Tokelau	EAP	No Assessment	No Assessment
Tonga	EAP	No Advancement	Minimal Advancement
Trinidad & Tobago	WHA	Moderate Advancement	Moderate Advancement
Tunisia	NEA	Minimal Advancement	Significant Advancement
Turkey	EUR	Moderate Advancement	Moderate Advancement



COUNTRY	REGION	2012 ASSESSMENT	2013 ASSESSMENT
Turks and Caicos Islands	EUR	No Advancement	No Advancement
Tuvalu	EAP	Minimal Advancement	Minimal Advancement
Uganda	AF	Minimal Advancement	Significant Advancement
Ukraine	EUR	Moderate Advancement	Moderate Advancement
Uruguay	WHA	Minimal Advancement	Minimal Advancement
Uzbekistan	SCA	No Advancement	No Advancement
Vanuatu	EAP	Minimal Advancement	No Advancement
Venezuela	WHA	No Advancement	No Advancement
Wallis and Futuna	EAP	No Assessment	Minimal Assessment
West Bank and the Gaza Strip	NEA	Minimal Advancement	Moderate Advancement
Western Sahara	NEA	Moderate Advancement	Moderate Advancement
Yemen	NEA	Minimal Advancement	Minimal Advancement
Zambia	AF	Minimal Advancement	Moderate Advancement
Zimbabwe	AF	Minimal Advancement	Minimal Advancement

**KEY:**

**AF:** Africa (Sub-Saharan)

**EAP:** East Asia & the Pacific

**EUR:** Europe & Eurasia

**NEA:** Near East (North Africa & the Middle East)

**SCA:** South & Central Asia

**WHA:** Western Hemisphere (Latin America & the Caribbean)

**Source:** U.S. Department of Labor

# Appendix II

## TDA CRITERIA AND CORRESPONDING GUIDANCE QUESTIONS

### I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

#### **TDA Conference Report Criteria:**

- Although not explicitly discussed in the TDA conference report, any government that supports the use of forced child labor cannot be said to be implementing commitments to eliminate the worst forms of child labor.

#### *Guidance Question*

1. \*Was the government complicit in the use of forced child labor?

### II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

#### **TDA Conference Report Criteria:**

- “Whether the country has adequate laws and regulations proscribing the worst forms of child labor;”
- “Whether the country has adequate laws and regulations for the implementation and enforcement of such measures;”

#### *Guidance Questions*

1. Did laws meet the following international standards:
  - a. a minimum age for admission to employment in line with ILO Convention 138;
  - b. a minimum age for admission to hazardous work in line with ILO Convention 138 and 182;
  - c. a minimum age to which education is compulsory in line with ILO Convention 138;
  - d. ratification of ILO Convention 182; and
  - e. prohibitions on each of the worst forms of child labor as established in ILO Convention 182?
2. If the country’s constitution and laws are not compliant with international standards embodied in ILO Conventions 138 and 182, has there been any change in the constitution or laws that brings the country closer to being fully compliant?
3. If laws were not comprehensive in their prohibitions of all variations of a particular worst form, has there been any change in the constitution or laws that brings the country closer to being comprehensive?
4. \*Were there aspects of laws that are contrary to international standards and likely to increase children’s vulnerability to the worst forms of child labor? This question would apply both to countries with child labor problems as well as countries in which there is no evidence of a worst forms of child labor problem and when the country has gaps in its legal and enforcement framework on child labor.

### III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

#### **TDA Conference Report Criteria:**

- “Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;”

ILAB identified two distinct concepts from this criterion to assess country efforts. In this section (Section III), ILAB analyzed whether or to what degree the country had defined enforcement agency roles and had investigated and addressed complaints relating to allegations of the worst forms of child labor. In Section IV (below), ILAB analyzed whether or to what degree the country had institutions charged with coordinating overall efforts to combat child labor, including its worst forms.

#### *Guidance Questions*

1. Was there an increase or reduction in inspectors to enforce child labor laws and regulations and was the number of inspectors adequate?
2. Was there an increase or decrease in the funding and resources to enforce child labor laws and regulations? Was the amount an

improvement or decline and were these resources adequate given the incidence of child labor in the country?

3. Did the country increase or decrease training offered to inspectors, including specialized training on child labor, and was this training sufficient?
4. Did the government create or improve a mechanism for filing and resolving complaints expeditiously regarding child labor?
5. Was there an increase or reduction in child labor inspections? Were inspections targeted to sectors in which child labor occurs more or less frequently? Was the number of inspections sufficient given the incidence of child labor in the country?
6. Was the quality and quantity of citations or penalties issued related to child labor adequate? Did the country make available information on specific inspection results and citations or penalties imposed for violation of child labor laws and regulations?
7. Was the quality and quantity of criminal prosecutions of crimes related to child labor adequate? Did the country make available information on criminal prosecutions of crimes related to child labor?
8. Did the government establish or improve a process for information sharing among enforcement authorities?
9. \*Were there any aspects to the country's enforcement practices that likely increase children's vulnerability to the worst forms of child labor?

### IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

#### TDA Conference Report Criteria:

- "Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;"

#### *Guidance Question*

1. Was an agency or committee created to coordinate government efforts to combat the worst forms of child labor? Did such an agency or committee meet more regularly and take more action, or did it meet less regularly and take less action?

### V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

#### TDA Conference Report Criteria:

- "Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;"

#### *Guidance Questions*

1. Did the government establish any new policies or plans that specifically address the worst forms of child labor or any one of the worst forms of child labor?
2. Did the government incorporate the worst forms of child labor specifically as an issue to be addressed in poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc?
3. Did the government establish any poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc., that did not explicitly address the worst forms of child labor or any one of the worst forms of child labor, but that might have had an impact on them or it? If so, have any studies been conducted to assess the impact of such a policy on the worst forms of child labor?
4. If the country established any of the above plans, do they designate responsibilities, establish goals, and set timelines?
5. Using the criteria in Question 4, did the government effectively implement existing policies and plans?
6. \*Were there on-going country policies or were they any changes to the country's policies that likely increase children's vulnerability to the worst forms of child labor?

### VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

#### TDA Conference Report Criteria

# Appendix II

## TDA CRITERIA AND CORRESPONDING GUIDANCE QUESTIONS

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- “Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor;”

### *Guidance Questions*

1. Did the government fund or participate in any new or ongoing programs that aim to eliminate or prevent the worst forms of child labor?
2. Did the government fund or participate in any social protection programs that could reasonably be expected to have an impact on child labor? Were any of the countries’ programs shown, through research, to have an impact on child labor?
3. Are the countries’ programs sufficient to combat particular forms of child labor given the scope and magnitude of those problems?
4. Do the programs provide services directly to children?
5. Do the programs adequately target at-risk populations?
6. Were the programs fully funded?
7. Are the programs meeting their goals?
8. Are the program efforts sustainable?
9. Using the criteria in questions 4-8, did existing government programs improve or worsen compared with the previous year?
10. \*Were there any changes to the country’s programs that likely increase children’s vulnerability to the worst forms of child labor?

*\*A yes response to questions with an asterisk indicates a country that would likely receive an assessment of minimal or no advancement.*

Country	Region	2013 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Afghanistan	SCA	Moderate Advancement	X	X	X	X	X		18	18	15	X
Albania	EUR	Significant Advancement	X	X	X	X	X	X	16	18	15	X
Algeria	NEA	Minimal Advancement	X	X	X	X	X	X	16		16	X
Angola	AF	Moderate Advancement	X	X	X	X	X		14	18	12	X
Anguilla	EUR	Minimal Advancement			X				14	18	17	X
Argentina	WHA	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Armenia	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Azerbaijan	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	17	X
Bahrain	NEA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Bangladesh	SCA	Moderate Advancement		X	X	X	X		14	18	10	X
Barbados	WHA	Minimal Advancement	X	X	X				16	18	16	X
Belize	WHA	Moderate Advancement	X	X	X	X	X	X	12	18	14	X
Benin	AF	Moderate Advancement	X	X	X	X	X	X	14	18	11	X
Bhutan	SCA	Minimal Advancement	N/A	N/A	X	X	X		13	18		X
Bolivia	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	17	X
Bosnia and Herzegovina	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Botswana	AF	Minimal Advancement	X	X	X	X	X	X	14	18		
Brazil	WHA	Significant Advancement	X	X	X	X	X	X	16	18	17	X
British Virgin Islands	EUR	No Advancement			X				16	18	16	X
Burkina Faso	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Burundi	AF	Moderate Advancement	X	X	X	X	X	X	16	18	12	X
Cabo Verde	AF	Minimal Advancement	X	X	X	X	X	X	15	18	11	X
Cambodia	EAP	Moderate Advancement	X	X	X	X	X	X	15	18		X
Cameroon	AF	Moderate Advancement	X	X	X		X*	X	14	18	12	X
Central African Republic	AF	No Advancement	X	X	X	X		X	14	18	15	X
Chad	AF	Moderate Advancement	X	X	X	X	X	X	14	18		X
Chile	WHA	Significant Advancement	X	X	X	X	X	X	15	18	18	X



# Appendix III

## LAWS AND RATIFICATIONS, *By Country*

Country	Region	2013 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Christmas Island	EAP	No Assessment		X	X	X	X	X	15		17	X
Cocos (Keeling) Islands	EAP	No Assessment		X	X	X	X	X	15		17	X
Colombia	WHA	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Comoros	AF	Minimal Advancement	X	X	X	X			15	18	12	X
Congo, Dem Rep of	AF	No Advancement	X	X	X	X	X	X	16	18	15	X
Congo, Rep of	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Cook Islands	EAP	No Advancement			X				13	18	16	X
Costa Rica	WHA	Significant Advancement	X	X	X	X	X	X	15	18	17	X
Côte d'Ivoire	AF	Significant Advancement	X	X	X	X	X	X	14	18		
Djibouti	AF	Minimal Advancement	X	X	X	X	X	X	16		16	X
Dominica	WHA	Minimal Advancement	X	X	X	X	X	X	12	14	16	X
Dominican Republic	WHA	Minimal Advancement	X	X	X	X		X	14	18	18	X
Ecuador	WHA	Significant Advancement	X	X	X	X	X	X	15	18	15	X
Egypt	NEA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
El Salvador	WHA	Significant Advancement	X	X	X	X	X	X	14	18	16	X
Eritrea	AF	No Advancement	X		X	X	X		14	18	14	X
Ethiopia	AF	Moderate Advancement	X	X	X			X	14	18		X
Falkland Islands (Islas Malvinas)	EUR	No Advancement		X	X				16	18	16	X
Fiji	EAP	Moderate Advancement	X	X	X				15	18	17	
Gabon	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Gambia	AF	Moderate Advancement	X	X	X	X		X	16	18	12	X
Georgia	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	15	X
Ghana	AF	Moderate Advancement	X	X	X			X	15	18	15	X
Gibraltar	EUR	Moderate Advancement								15/16	15	X
Grenada	WHA	Moderate Advancement	X	X	X	X*	X*	X	16		16	X
Guatemala	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Guinea	AF	Moderate Advancement	X	X	X	X		X	16	18	13	X

Country	Region	2013 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Guinea-Bissau	AF	Minimal Advancement	X	X	X	X		X	14	18	15	X
Guyana	WHA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Haiti	WHA	Minimal Advancement	X	X	X	X	X	X	15	18	11	X
Honduras	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	17	X
India	SCA	Moderate Advancement			X	X	X	X		14	14	X
Indonesia	EAP	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Iraq	NEA	Minimal Advancement	X	X	X	X	X	X	15	18	12	X
Jamaica	WHA	Moderate Advancement	X	X	X	X	X	X	15	18	18	X
Jordan	NEA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Kazakhstan	SCA	Minimal Advancement	X	X	X	X	X	X	16	18	17	X
Kenya	AF	Moderate Advancement	X	X	X		X	X	16	18	14	X
Kiribati	EAP	Moderate Advancement	X	X	X			X	14	18	15	X
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	15	X
Kyrgyz Republic	SCA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Lebanon	NEA	Moderate Advancement	X	X	X	X		X	14	17	12	X
Lesotho	AF	Moderate Advancement	X	X	X	X	X	X	15	18	13	X
Liberia	AF	Moderate Advancement		X	X			X	16	18	15	X
Macedonia	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Madagascar	AF	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Malawi	AF	Moderate Advancement	X	X	X	X	X	X	14	18	14	X*
Maldives	SCA	Moderate Advancement	X*	X*	X	X	X		16	18	13	X
Mali	AF	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Mauritania	AF	Moderate Advancement	X	X	X	X		X	14	18	14	X
Mauritius	AF	Moderate Advancement	X	X	X	X	X	X	18	18	16	X
Moldova	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Mongolia	EAP	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Montenegro	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Montserrat	EUR	No Advancement			X				16	18	16	X
Morocco	NEA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Mozambique	AF	Minimal Advancement	X	X	X	X	X	X	15	18	13	X

# Appendix III

## LAWS AND RATIFICATIONS, *By Country*

Country	Region	2013 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Namibia	AF	Minimal Advancement	X	X	X	X	X	X	14	18	16	X
Nepal	SCA	Moderate Advancement	X	X	X	X	X		14	16		X
Nicaragua	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Niger	AF	Moderate Advancement	X	X	X	X	X	X	14	16	18	X
Nigeria	AF	Moderate Advancement	X	X	X	X	X	X	12	18	15	X
Niue	EAP	No Assessment			X						16	X
Norfolk Island	EAP	No Advancement		X	X	X	X	X	X		15	X
Oman	NEA	Minimal Advancement	X	X	X	X	X	X	15	18		X
Pakistan	SCA	Moderate Advancement	X	X	X	X				14	16	X
Panama	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Papua New Guinea	EAP	Minimal Advancement	X	X	X				16	16		X
Paraguay	WHA	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Peru	WHA	Significant Advancement	X	X	X	X	X	X	14	18	17	X
Philippines	EAP	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Russia	EUR	Moderate Advancement	X	X	X	X*	X	X	16	18	15	X
Rwanda	AF	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement		X	X					18	15/16	X
Saint Kitts	WHA	Minimal Advancement	X	X	X			X	16	16	16	X
Saint Lucia	WHA	Moderate Advancement		X	X	X*	X*	X*	15	18	15	X
Saint Vincent	WHA	Minimal Advancement	X	X	X	X	X	X	14	14	16	X
Samoa	EAP	Moderate Advancement	X	X	X				15	18	14	
São Tomé and Príncipe	AF	Minimal Advancement	X	X	X			X	14	18	15	X
Senegal	AF	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Serbia	EUR	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Seychelles	AF	Minimal Advancement	X	X	X	X*	X	X	15		16	X
Sierra Leone	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Solomon Islands	EAP	Minimal Advancement	X*	X	X				12	15		

Country	Region	2013 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Somalia	AF	Minimal Advancement		X*					15	16		X
South Africa	AF	Significant Advancement	X	X	X	X	X	X	15	18	15	X
South Sudan	AF	Minimal Advancement	X	X					14	18	13	X
Sri Lanka	SCA	Moderate Advancement	X	X	X	X	X		14	18	14	X
Suriname	WHA	Moderate Advancement		X	X	X		X	14	18	12	X
Swaziland	AF	Minimal Advancement	X	X	X	X	X	X	15	18		X
Tanzania	AF	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Thailand	EAP	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Timor-Leste	EAP	Minimal Advancement		X	X	X	X	X	15	17	14/15	X
Togo	AF	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Tokelau	EAP	No Assessment	U	U	U	U	U	U	U	U	16	X
Tonga	EAP	Minimal Advancement			X						14	X
Trinidad & Tobago	WHA	Moderate Advancement	X	X	X			X	16		12	X
Tunisia	NEA	Significant Advancement	X	X	X	X	X	X	16	18	16	X
Turkey	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Turks and Caicos Islands	EUR	No Advancement			X				16		16	X
Tuvalu	EAP	Minimal Advancement			X				14	15	15	
Uganda	AF	Significant Advancement	X	X	X	X	X		14	18	12	X
Ukraine	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Uruguay	WHA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Uzbekistan	SCA	No Advancement	X	X	X	X	X	X	16	18	18	X
Vanuatu	EAP	No Advancement		X	X	X	X		15			
Venezuela	WHA	No Advancement	X	X	X	X	X	X	14	18	15	X
Wallis and Futuna	EAP	No Assessment	X	X	X	X	X	X	16	18	16	X
West Bank and the Gaza Strip	NEA	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	16	X
Western Sahara	NEA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Yemen	NEA	Minimal Advancement	X	X	X	X	X		14	18	15	X

# Appendix III

## LAWS AND RATIFICATIONS, *By Country*

Country	Region	2013 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols			Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC			Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Zambia	AF	Moderate Advancement	X	X	X				X	15	18		X
Zimbabwe	AF	Minimal Advancement	X	X	X	X	X*		X*	15	18		

### NOTE:

This table does not include British Indian Ocean Territory, Heard Island and McDonald Islands, and Pitcairn Islands because no profiles were done on these territories.

### KEY:

- ILO C. 138: ILO Convention 138
- ILO C. 182: ILO Convention 182
- CRC: Convention on the Rights of the Child
- CRC Optional Protocols, CRC- CSEC: Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography
- CRC Optional Protocols, CRC- AC: Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict
- Palermo Protocol: Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
- Min Age/Work: Minimum Age for Admission to Work

- Min Age/Haz Work: Minimum Age for Admission to Hazardous Work
- Compulsory Education Age: Age to which education is compulsory by law or policy.
- Free Public Education: Free Education is established by law or policy.
- —\*: Ratification or legal update during the reporting period.
- U: Status is unclear.
- N/A: Not Applicable

### REGIONS KEY:

- AF: Africa (Sub-Saharan)
- EAP: East Asia & the Pacific
- EUR: Europe & Eurasia
- NEA: Near East (North Africa & the Middle East)
- SCA: South & Central Asia
- WHA: Western Hemisphere (Latin America & the Caribbean)



